



CITY OF COLLEGE STATION  
*Home of Texas A&M University®*

# COMPREHENSIVE PLAN

PROPOSED DRAFT - AUGUST 2021

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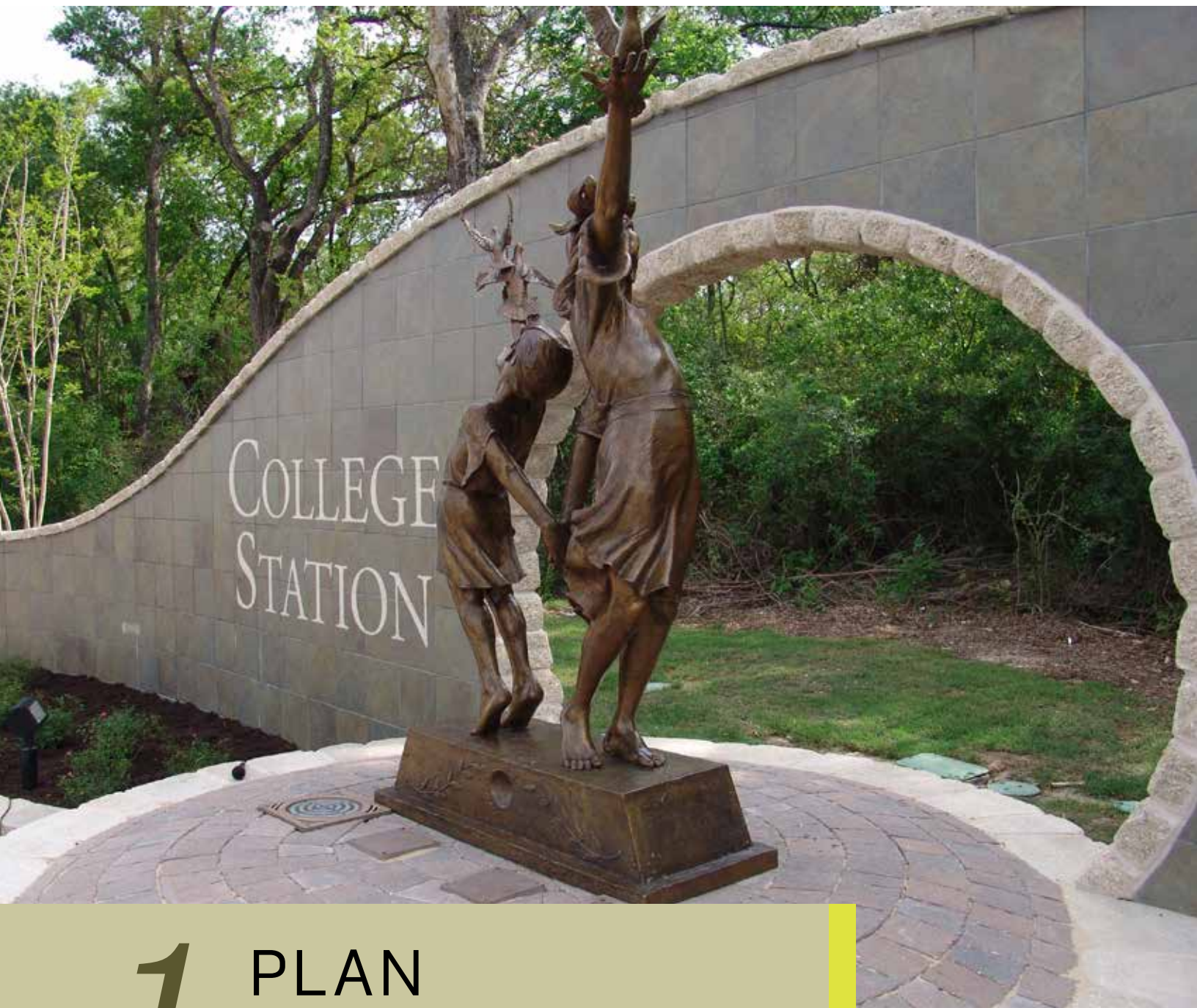
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# 1 PLAN FOUNDATION

*The College Station 2009-2030 Comprehensive Plan serves as a statement of the community's vision for the future. It provides goals, policies, and actions on a broad range of topics and provides strategic direction to guide the City's physical growth while maintaining a high quality of life. This plan is comprehensive in the true sense of the word. Every aspect of the City's planning strategy is tied closely to the Vision created through intensive community participation. This Vision guides the City's initiatives, organizational and departmental strategic plans, and the responsibilities of City personnel and appointed boards. The Comprehensive Plan is the broadest and most long-term policy guide for the decisions made on behalf of the community.*





College Station's Comprehensive Plan was created over several years and involved thousands of citizen volunteer hours. It represents how the citizens of College Station envision our community growing and changing in the future. The plan calls for an evaluation every five years that recommends appropriate plan updates. The plan was updated at the 5-year point and most recently at the 10-year mark to ensure the plan's vision, goals, and actions incorporate changing conditions and continue to reflect our community's vision for the future.



## Background

College Station is home to a diverse population, unique neighborhoods, quality schools, and integrated natural areas, with access to shopping, recreation, and the arts all adding to the City's unique quality of life. College Station is located in Brazos County in south-central Texas. The City lies within the Texas Triangle formed between Dallas-Austin-San Antonio-Houston and is within a four-hour drive of more than 21 million people.

College Station is also the home of Texas A&M University, the state's first public institution of higher education. With a student enrollment over 71,000<sup>1</sup> in fall 2020 and a 5,200 acre<sup>2</sup> campus, the university is the largest in the state. Texas A&M University is one of only three R1 Research Universities in Texas<sup>3</sup>, meaning it engages in the highest levels of research activity, and boasts a number of degree programs ranked among the top 10 in the nation. Texas A&M University is one of a select few universities to hold the triple designation as a land-grant, sea-grant, and space-grant university – the land grant designation signifies a commitment to agricultural and mechanical education and trades, the sea-grant designation indicates dedication to the use and conservation of aquatic resources, and the space-grant designation expands opportunities for Texas A&M University students to participate in NASA-led space projects. The university brings diversity of culture, race, and nationality to College Station, reflecting much of the vibrancy, tradition, and spirit that make the City a special place.

College Station businesses and residents enjoy a strong local economy. The City was recently ranked No. 2 on Forbes' list of the best small cities for business and careers.<sup>4</sup> The City is home to the region's largest employer, Texas A&M University, and a significant amount of the region's retail activities, tourist attractions, and hospitality accommodations. The City benefits from tourism fueled by collegiate sporting events at Texas A&M University and the George Bush Presidential Library and Museum, one of the region's most popular tourist attractions with over 125,000 annual visitors.

<sup>1</sup>TAMU Department of Accountability

<sup>3</sup>The Carnegie Classification of Institutions of Higher Education

<sup>2</sup>TAMU History

<sup>4</sup>Forbes, 2019 The Best Small Places for Business and Careers



In the city-wide 2016 Citizen Survey, College Station residents selected “friendly people, family-friendly, good quality of life” as their top-ranked value about living in College Station.<sup>5</sup> The City is among the safest and most family-friendly communities in Texas, consistently maintaining one of the state’s lowest crime rates. College Station is consistently recognized as one of the nation’s best college towns and within the top 10 cities for families and retirees.<sup>6</sup> An emphasis on quality education through the College Station Independent School District and Texas A&M University contribute to the City’s vibrant, forward-thinking community. College Station also boasts nearly 2,000 acres of beautifully maintained public parks and greenway trails, miles of bicycle and pedestrian paths, sports leagues of various kinds, and entertainment programming and events, all of which contribute to the City’s high quality of life and make it the one of the most livable communities in Texas.

## *Legal Basis*

The Texas Local Government Code, Section 213.002, allows municipalities to adopt a comprehensive plan for the long-range development of the municipality and to promote sound development, public health, safety, and welfare. Municipalities may define the content and design of the comprehensive plan, which may include, but is not limited to, content relating to land use, mobility, and public facilities, and may be used to coordinate and guide the establishment of development regulations.

A municipality may also define the relationship between its comprehensive plan and development regulations by providing standards for determining the consistency required between the two. The City of College Station requires zoning changes to be in compliance with the adopted Comprehensive Plan.

The City has established and appointed a joint Planning and Zoning Commission. The Texas Local Government Code tasks the Commission with the preparation of the Comprehensive Plan and providing a recommendation to the City Council for action. The Commission is also responsible for reviewing changes or amendments to the plan and making recommendations to the City Council.

## *What is the Comprehensive Plan?*

The Comprehensive Plan is a statement of the community's vision for the future and a guide to achieving that vision. The Comprehensive Plan anticipates and guides physical development in a manner that provides College Station with a balance of land uses that promote economic development while retaining the quality of life. The Comprehensive Plan is not a “zoning regulation” and it does not affect existing approved zoning. Instead, it provides a foundation and policy guidance in the form of text, maps, and specific actions related to land use and character, neighborhoods, housing, environment, economic development, mobility, and related topics. The plan is implemented over time through the City’s short-term strategic plans, annual budgets, ordinances, codes, and development standards.



<sup>5</sup>City of College Station 2016 Citizen Survey

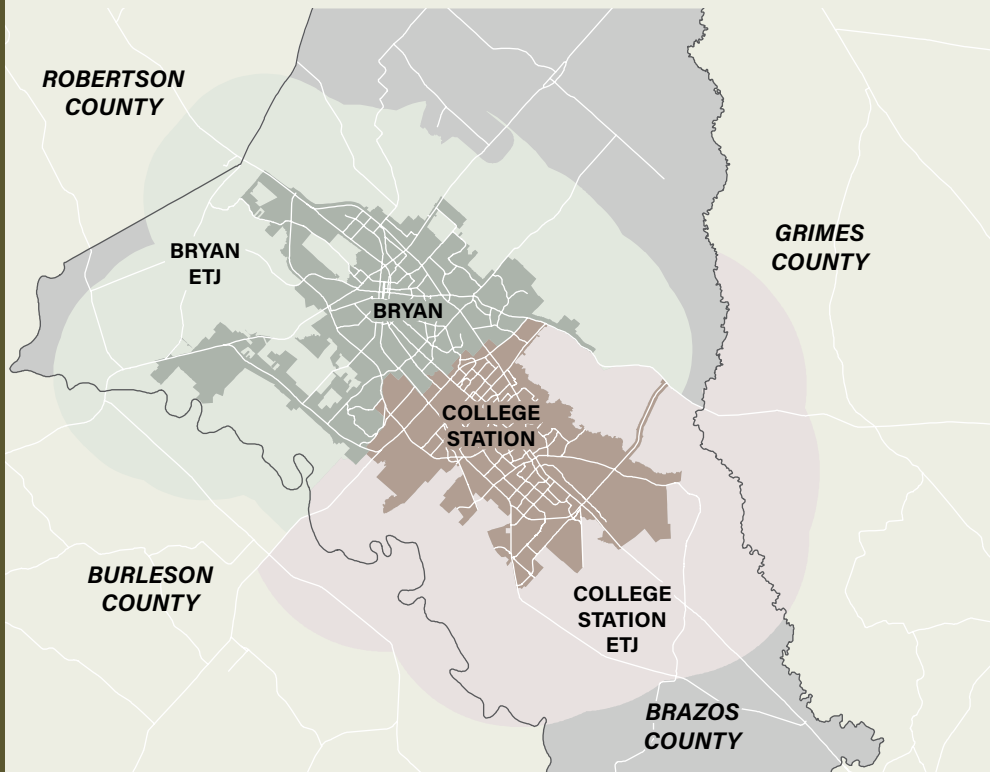
<sup>6</sup>Cardrates.com (2018), Niche.com (2018), and USA Today (2013)



## Planning Area

For the purposes of this Comprehensive Plan, the planning area is shown in **Figure 1.1: Planning Area** and is described as the city limits of College Station and the Extraterritorial Jurisdiction (ETJ) which is a five-mile radius around the City (excluding other cities and their ETJ areas). The City is authorized by Texas Local Government Code, Section 42.021 to extend aspects of its development regulations into its ETJ. College Station's ETJ directly abuts the ETJ of the City of Bryan to the north and lies very near the ETJ of the City of Navasota to the south.

*Figure 1.1: Planning Area*



### *What is Planning?*

Planning is the process that considers the physical, social, and economic aspects of the community and examines the connections between them. Planning is how we make decisions about the future of our City. The goal of planning is to further the welfare of our community by creating convenient, equitable, healthy, efficient, economically viable and attractive places for current and future generations.

## *Planning History In College Station*

College Station has engaged in city planning since its inception in 1938. The City established its first Zoning Commission and adopted a zoning ordinance shortly after incorporation. The earliest document that resembles a comprehensive plan for the City was the Brazos Area Plan, a regional-scale plan dating from the early 1960s. The City adopted several interim reports in the mid-1970s before adopting its first City-specific plan in 1975. The first contemporary comprehensive plan was adopted in 1980 and updated in 1989. In 1997, the City adopted a new comprehensive plan, which underwent numerous updates and served as the foundation for this plan. The 2009-2030 Comprehensive Plan was originally adopted in May 2009, amended after the 5-year evaluation, and overhauled after the 10-year evaluation – which also marked the half-way point of the 20-year planning horizon – to ensure the plan incorporates changing conditions and accurately reflects our community's vision for itself. A plan that is current and comprehensive is essential to sustaining a high quality of life. The City of College Station Comprehensive Plan builds upon the City's previous planning efforts and will be used to guide decisions, both public and private, that will shape the City for years to come.



## *Planning Process and Public Participation*

### **PLAN CREATION: 2006-2009**

In 2006, the City Council initiated the process of updating the City's 1997 Comprehensive Plan. From the beginning, the City Council worked to ensure that the plan reflected the vision and aspirations of the City's residents and responded to the specific opportunities and challenges facing College Station at that time. The City Council used a variety of methods to engage citizens in the comprehensive planning process.

In July 2006, the City Council appointed 18 citizens to the Comprehensive Plan Advisory Committee, with five additional members added in August 2008. There were 21 additional members of the Advisory Committee who represented the home building industry, Texas A&M University, the ETJ, and various area organizations and inter-governmental entities such as the City of Bryan and the Texas Department of Transportation. A Staff Resource Team was also formed as an advisory body to help facilitate coordination between City departments and aid the development of the Comprehensive Plan.

As the Comprehensive Plan encompasses decades of prospective goals and actions for the City, the creation and adoption process consisted of numerous Advisory Committee meetings, Staff Resource Team discussions, public engagement opportunities, and years of refining this long-lasting document. From a series of focus group meetings with over 100 residents, to a Citizens' Congress attracting more than 400 residents, to receiving over 2,500 completed surveys, citizen input helped develop the plan's vision, goals, and actions. In March 2009, the City hosted two open house events to receive feedback on an overall draft of the Comprehensive Plan. With approximately 120 attendees, individual stations were set up to display the various plan elements and maps, highlight significant action recommendations, address questions, and allow informal dialogue and formal acceptance of public comments and feedback.

As a part of the formal plan adoption process, a series of joint workshops with the Planning and Zoning Commission and City Council were held over several months, providing an opportunity for their detailed review and consideration of the draft plan. In May 2009, the Comprehensive Plan was formally adopted after two public hearings.

### **10-YEAR PLAN UPDATE: 2019-2021**

The 10-year, or half-way point, of this Comprehensive Plan occurred in 2019. City staff launched a 10-year evaluation and appraisal process, branded The Next 10. It was more rigorous in scope than the previous five-year evaluation and involved multiple rounds of community input engaging over 800 citizens during a 16-month period from July 2019 to October 2020. The Next 10 provided a review of the basic conditions and assumptions related to the City's growth, evaluated implementation progress related to the plan's goals, strategies, and action items, and prepared the City for the major 10-year update to the plan by defining potential modifications to its goals, policies, action items, and structure.

A 13-member Comprehensive Plan Evaluation Committee met throughout The Next 10 process



to provide input and feedback to guide both the substance and the process of the evaluation. The group was comprised of members of the Planning and Zoning Commission, current and former City Council members, and seven citizen representatives including an ETJ representative. A Staff Resource Team was also engaged and met regularly to ensure coordination among City departments and to work collaboratively to update the plan's actions. A part of The Next 10 process involved considering potential best practices and planning innovations from other communities based on College Station's issues, assets, challenges, and future opportunities. A Best Practices Report described potential strategies and case studies from other comparable communities to address topics prioritized by City leadership.



Two rounds of stakeholder and community input were conducted as part of The Next 10. The first round, during the summer of 2019, began with a series of individual and small group interviews that engaged over 130 stakeholders including leaders from City departments, representatives of the County, City of Bryan, Texas A&M University, student government, economic development, business groups, neighborhood groups, realtors, builders, developers, and others. Next, the City conducted four community workshops with over 200 citizen participants who worked in small groups with trained facilitators to provide feedback on the existing Comprehensive Plan goals, issues and opportunities, and geographic locations for future planning efforts. Following these workshops, similar activities were offered online with another 200 participants, as well as a workshop convened in partnership with Texas A&M University's student government association that engaged nearly 100 university students. In total, approximately 600 people participated in the first round of input.

The second round of public input, conducted in summer 2020, obtained feedback on potential updates to future land uses and conceptual scenarios for six geographic areas of the City. Due to the COVID-19 pandemic, this round was conducted entirely online. A web page containing a series of maps, prompts, and videos explaining the material and expectations were used to collect data. The scenarios and their performance measures, along with the public feedback gathered were used to inform potential updates to the Comprehensive Plan and identify areas for future small area planning efforts. Approximately 200 people participated, providing over 1,900 data points.

Near the end of The Next 10 evaluation process, the COVID-19 pandemic disrupted communities nationwide. While specific short-term impacts of the pandemic are still being assessed, the Comprehensive Plan sets long-term goals and policies that endure short-term disruptions. History from other disasters has taught that communities with clear long-range plans have an advantage in terms of obtaining funding and investment for recovery.



The Next 10 evaluation resulted in an evaluation and appraisal report that contained an updated vision and goals based on citizen feedback, a set of potential amendments to key maps, a list of potential strategies and actions, and recommendations to streamline and modernize the City’s Comprehensive Plan. Input from citizens, stakeholders, City staff, and the Comprehensive Plan Evaluation Committee was categorized into 10 themes that guided the evaluation and appraisal report and the subsequent plan update:

- 1. Creating a stronger sense of place
- 2. Encouraging infill and redevelopment in strategic locations
- 3. Protecting the character of established stable neighborhoods
- 4. Expanding housing choices
- 5. Focusing on quality of life, amenities, and “things to do”
- 6. Building a more complete transportation system
- 7. Maintaining fiscally responsible growth
- 8. Addressing environmental resiliency and “green” initiatives
- 9. Improving coordination between the City and University
- 10. Creating a more actionable, strategic, and user-friendly Plan

The 10-year update to the plan implements these recommendations to update the vision, goals, actions, and plan narrative to incorporate changing conditions and ensure the plan continues to reflect the citizens’ vision for the future of College Station.

*Figure 1.2: The Comprehensive Plan: City-Wide Direction*





## *Vision for the Future*

A vision statement reflects the community's desires for the future – and is one of the most important parts of the Comprehensive Plan. This statement was developed through input from hundreds of community residents.

*College Station, the proud home of Texas A&M University and the heart of Aggieland, will serve as an example of a vibrant, forward-thinking, knowledge-based community, that promotes the highest quality of life.*

The vision statement is the starting point for the Comprehensive Plan. The following plan narrative, maps, and actions derive their principal direction from the vision. Topic-specific goals and actions build upon the vision statement. The Comprehensive Plan is further supported by several focused master plans, district, and neighborhood plans. Collectively, these planning efforts are implemented by a multitude of policies, City Council strategic initiatives, annual budgets, capital improvement programming, the City's organizational and departmental strategic plans, and City ordinances, codes, and development standards, as depicted in **Figure 1.2: The Comprehensive Plan: City-Wide Direction** and further discussed in **Chapter 10: Plan Implementation**. These efforts culminate in the individual actions and responsibilities of the City Council, the City's staff, and appointed citizen boards and commissions.

## *Plan Goals & Structure*

The Comprehensive Plan is of interest to City residents, home buyers, investors, developers, students, business owners, and others interested in how College Station proposes to respond to the opportunities and challenges likely to appear in the next 10 years. The plan narrative is divided into topic-based chapters which each containing a specific goal that builds upon the City's vision statement, along with narrative, maps, and strategic and ongoing actions crafted to provide direction to realize the community's vision. Each goal and a summary of the chapter is provided below.

## **CHAPTER 2: DISTINCTIVE PLACES**

*GOAL: Vibrant and distinct districts, attractive neighborhoods, revitalized gateways and corridors, and conserved natural areas, grounded in environmental stewardship and resiliency.*

This chapter establishes effective planning strategies for future growth, infill, and appropriate redevelopment while balancing market opportunities, protecting and enhancing neighborhood character, creating and preserving unique districts and corridors, protecting natural areas, and creating a more resilient community. Sound planning ensures that the City can accommodate needed development, that development can be adequately served with public services, and that its impacts can be managed to maintain compatibility and to promote the desired character and identity. Along with the narrative and actions in this chapter, **Map 2.1, Planning Areas**, **Map 2.2, Future Land Use & Character**, and **Map 2.3, Community Assets & Image Corridors** depict the strategies visually.



## CHAPTER 3: STRONG NEIGHBORHOODS

*GOAL: Viable and attractive neighborhoods that maintain long-term neighborhood integrity while collectively providing a wide range of housing options and other services for a diverse population.*

This chapter encourages attractive, livable neighborhoods that meet the City's housing needs. Issues such as compatibility of adjacent land uses, housing affordability, housing conditions and property maintenance, and historic preservation all impact the quality and stability of neighborhoods. The focus of this chapter is the continued viability and long-term protection of College Station's residential neighborhoods.



## CHAPTER 4: A PROSPEROUS ECONOMY

*GOAL: A diversified economy with a wide variety of competitive jobs and support for entrepreneurs that provides a tax base to support the City's ability to foster a high quality of life where economic prosperity is widespread.*

This chapter of the Comprehensive Plan was replaced by the **Economic Development Master Plan**, originally adopted by the City Council in 2013 and updated in May 2020. The master plan ensures future growth and development advances the City's economic development objectives.

## CHAPTER 5: ENGAGING SPACES

*GOAL: Highly desirable parks, greenways, arts and cultural amenities that support high-quality experiences for residents and visitors.*

This chapter recognizes and ensures the continued protection and enhancement of leisure, recreation, and cultural opportunities available to the residents of College Station through parks, greenways, and the arts. The City recognizes the value of environmental sustainability and seeks to be a good steward of natural resources. This chapter provides policy guidance, actions, and sets the framework for the City's parks and recreation system and greenways programs, and serves as the foundation for efforts further detailed in the **Recreation, Park, and Open Space Master Plan and the Bicycle, Pedestrian, and Greenways Master Plan**.

## CHAPTER 6: INTEGRATED MOBILITY

*GOAL: An innovative, safe, and well-connected, multi-modal mobility system serving all user types that is designed to support the surrounding land uses.*

This chapter ensures orderly and integrated development of the community's mobility network. The City strives to provide for all mobility modes to accommodate bicyclists, pedestrians, transit users, and motorists in an inclusive and context sensitive manner. This chapter includes **Map 6.3, Thoroughfare Plan – Functional Classification & Context Zones**, which identifies the mobility network's future needs. It also serves as the foundation for the **Bicycle, Pedestrian, and Greenways Master Plan**.



## CHAPTER 7: EXCEPTIONAL SERVICES

*GOAL: Exceptional municipal facilities and services that meet community needs, contribute to community character, exhibit environmental stewardship and resiliency, support surrounding land uses, incorporate full life-cycle costs, and are coordinated and fiscally responsible.*

This chapter details the complexity of municipal service delivery and the provision of community facilities. It recognizes the City's current service levels and future service needs for water and wastewater infrastructure, solid waste and recycling, police, fire, and other services. It provides the foundation for the creation and implementation of the City's various master plans and departmental strategic plans that are intended to support the planned growth and development patterns described in **Chapter 2: Distinctive Places**.

## CHAPTER 8: MANAGED GROWTH

*GOAL: Fiscally responsible and carefully managed development that is aligned with growth expectations and the ability to provide safe, timely, and efficient infrastructure and services.*

This chapter establishes the policy guidance and associated actions that enable the City of College Station to manage its ongoing physical growth and development in a sensible, predictable, and fiscally responsible manner. It highlights the need to encourage additional infill development, accommodate increased population in denser areas, pursue strategic development agreements or annexations, and manage growth in the ETJ.





## CHAPTER 9: COLLABORATIVE PARTNERSHIPS

*GOAL: Well-coordinated planning at all levels and effective engagement with local jurisdictions, institutions, and organizations to further realize the City’s vision and support the broad community.*

This chapter highlights the importance of continuing and expanding internal and external collaborative partnerships between the City of College Station and other local organizations and jurisdictions. It highlights partnerships with Texas A&M University, the City of Bryan, non-profit organizations, and numerous regional counties on topics such as planning for affordable housing, an efficient regional mobility system, and coordinated emergency management efforts.

## CHAPTER 10: PLAN IMPLEMENTATION

The final chapter establishes accountability for the implementation of the Comprehensive Plan and provides guidance on the processes to maintain its relevance to the City and its citizens. It details a practical, prioritized, and sequenced implementation program and a protocol for regular reporting and evaluating implementation progress.



## *Existing & Changing Conditions*

In the development of a comprehensive plan, it is important to have a solid foundation on which to base future expectations. The Existing Conditions Report, an appendix to this plan, provides detailed background, trends, projections, and assumptions that serve as a base for the plan. The plan chapters also contain updated data points and discuss trends between 2009 and 2020, the first half of this Comprehensive Plan's planning horizon.

In 2009, the Comprehensive Plan forecasted a population of 134,000 by 2030. Based on current City projections, the population as of Census Day (April 1) 2020 was already 123,306. Due to a faster pace of growth than originally projected, the City now anticipates a population of 162,500 by 2030 based on a 2.8% annual growth rate. Texas A&M University's increasing student enrollment continues to be a significant driver of this growth. The finalized 2020 Census results have not been released as of the publication date of the 10-year plan update. It will be important to continue monitoring growth trends, including enrollment increases at Texas A&M University, to anticipate and plan for growth. Planning for balanced land uses, housing options, mobility choices, infrastructure investments, and quality of life amenities will be critical to serving a growing and diversifying population. More information on growth trends and projections can be found in **Chapter 8: Managed Growth**.

The City must continue to evaluate and react to market conditions, and potentially find new ways to incentivize development, infill, and redevelopment in appropriate areas. Nationally, there is expected to be continued demand for walkable, integrated, mixed-use districts and the City should encourage infill and redevelopment opportunities to support this type of development. There are many existing underutilized areas where infill and redevelopment could create more viable and vibrant places. As the COVID-19 pandemic continues to unfold, there may be additional opportunities and areas that are ripe for redevelopment or revitalization efforts. The City must prioritize proactive infrastructure investments and programs in strategic redevelopment and infill areas to catalyze redevelopment activity, promote more efficient use of infrastructure, and support the City's environmental resiliency goals.





There are growth opportunities on the City's edge, but also challenges with providing well-timed infrastructure improvements that support long-term financial wellbeing for the City. The City must be strategic with its future investments in infrastructure, facilities, and services. In 2019, the Texas State Legislature changed how cities can annex, essentially requiring consent by the residents and/or property owners within the potential annexation area. With limited opportunity for annexation, the City will need to continue utilizing other growth management tools to strategically manage growth pressures on the City's fringe. A renewed emphasis on infill and redevelopment opportunities will be increasingly important as the City absorbs and manages continued population growth and becomes denser in appropriate areas.

The following snapshot includes updated data, trends, and changing conditions that are further discussed throughout the plan chapters.

## DATA SNAPSHOT

### *Population Growth<sup>1</sup>*

- Average annual growth rate of 3.03% from 2000 to 2010
- Average annual growth rate of 2.77% from 2010 to 2020
- Population projected to be approximately 162,500 by 2030

### *Texas A&M University Growth<sup>2</sup>*

- Average 1.65% annual increase in enrollment since 2000
- Student enrollment of 71,109 as of fall 2020

### *Age of Population<sup>3</sup>*

- Median age is 23, reflecting the large number of university students
- 41.8% of the population is between the age of 15 to 24
- People aged 55 and older grew from 7,960 in 2010 to 14,607 in 2019

### *Household Size and Composition<sup>4</sup>*

- 48% of households are family households
- 24.4% of households are families with children under 18 years old
- 52% of households are non-family households
- For non-family households between the ages of 15-34, 20.6% are householders not living alone (i.e. with roommates) and 17.3% are householders living alone

<sup>1</sup>City of College Station Planning & Development Services

<sup>2</sup>TAMU Accountability and TAMU Data & Research Services

<sup>3</sup>U.S. Census Bureau, 2019 American Community Survey 5-Year Estimate

<sup>4</sup>U.S. Census Bureau, 2019 American Community Survey 5-Year Estimate

### *Income<sup>5</sup>*

- Household incomes greater than \$50,000 are up from 37.7% in 2010 to 47.2% in 2019
- Median household income is \$45,820
- Mean household income is \$73,853

### *Housing*

- Total housing stock is 46,353 units<sup>6</sup>
- 6,675 permits for new single-family home construction were issued between 2010 and 2020<sup>7</sup>
- Average home price rose to over \$241,600 in 2019—up from \$170,400 in 2010<sup>8</sup>
- Average monthly real estate inventory was 2.8 months in 2020<sup>9</sup>
- Total number of sales annually has increased over 21.3% in the past year<sup>10</sup>

### *Housing Occupancy<sup>11</sup>*

- Occupancy rate of 87.1% for all housing types
- 37.7% of housing units are owner-occupied
- 62.3% of housing units are renter-occupied
- 43.9% of people live in detached single-family homes

### *Employment<sup>12</sup>*

- The top five employment sectors are: educational services, accommodation and food services, retail trade, health care and social assistance, professional, scientific, and technical services
- Major employers: Texas A&M University, College Station Independent School District, Reynolds & Reynolds, City of College Station, Scott & White, St. Joseph Health, HEB Grocery, Walmart, Fujifilm Diosynth Biotechnologies, and Viasat

### *Parks and Greenways<sup>13</sup>*

- Nearly 2,000 acres of parks and greenways, an increase of more than 600 acres since 2009
- Facilities include a variety of athletic fields and courts, pavilions, biking and walking trails, exercise stations, playgrounds, dog parks, senior centers, swimming pools, an amphitheater and festival site, a skate park, a full-service recreation center, a nature center, and an inventory of flat fields and diamonds

### *College Station Independent School District<sup>14</sup>*

- 11 elementary schools, two intermediate schools, three middle schools, one alternative campus, and three high schools
- 13,941 students enrolled in College Station ISD schools during the 2019-2020 school year

<sup>5</sup>U.S. Census Bureau, 2019 American Community Survey 5-Year Estimate

<sup>6</sup>U.S. Census Bureau, 2019 American Community Survey 5-Year Estimate

<sup>7</sup>City of College Station Planning & Development Services

<sup>8</sup>U.S. Census Bureau, 2019 American Community Survey 5-Year Estimate

<sup>9</sup>Bryan-College Station Regional Association of Realtors

<sup>10</sup>Bryan-College Station Regional Association of Realtors

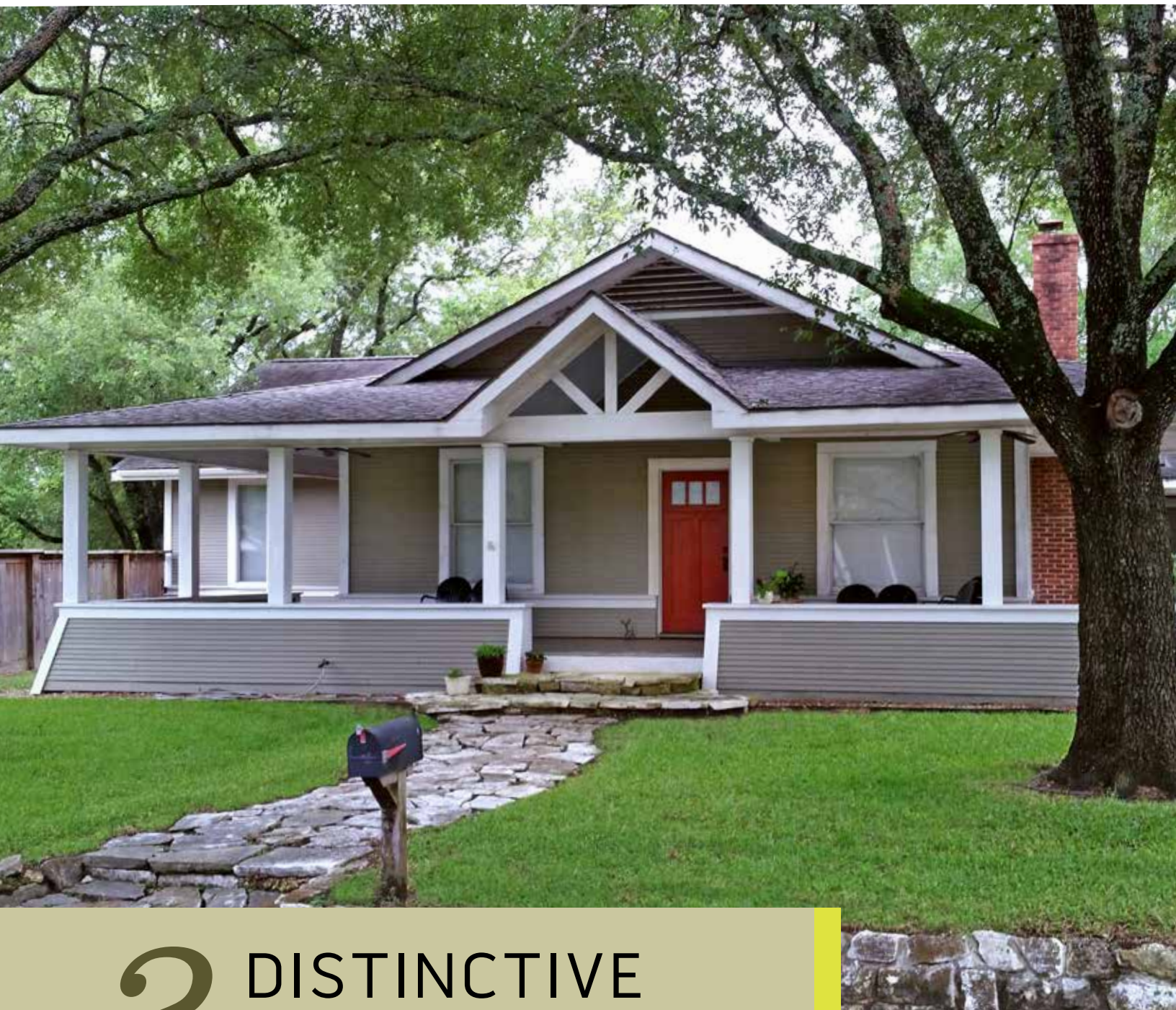
<sup>11</sup>U.S. Census Bureau, 2019 American Community Survey 5-Year Estimate

<sup>12</sup>City of College Station Economic Development & Tourism Department

<sup>13</sup>City of College Station Parks & Recreation Department

<sup>14</sup>College Station Independent School District





## 2 DISTINCTIVE PLACES

*The Comprehensive Plan sets the framework to create distinctive places, strong neighborhoods, a prosperous economy, and engaging natural spaces and arts for everyone in College Station. The plan provides policy direction for an integrated mobility network, exceptional City services, and carefully managed, fiscally responsible growth. Effective collaboration across City departments and with regional partners is key to achieve and implement the plan's vision, goals, and actions. The plan strives to identify, create, conserve, and connect places of distinction – those areas that make College Station unique and contribute to the City's character and sense of place.*



## *Goal*

Vibrant and distinct districts, attractive neighborhoods, revitalized gateways and corridors, and conserved natural areas, grounded in environmental stewardship and resiliency.

## *Purpose*

How land is used – including its appearance, physical arrangement, and development intensity – contributes significantly to the community's character and its sense of place with far-reaching and long-term impacts. The City must balance and encourage infill, redevelopment, and new development in appropriate areas to accommodate an increasing population while maintaining the integrity and character of established neighborhoods. Revitalization, where needed, is also essential to maintaining College Station's character.

Sound planning ensures that the City can accommodate needed development, that development can be adequately served with public services, and that its impacts can be managed to maintain compatibility and to promote the character desired by College Station's residents. Planning establishes effective strategies for future growth, infill, and appropriate redevelopment while balancing market opportunities, protecting and enhancing neighborhood character, creating and preserving unique districts and corridors, conserving natural areas, and creating a more resilient community.

The 10-year update to the Comprehensive Plan places a renewed focus on infill and redevelopment in strategic locations to accommodate population growth while ensuring the long-term fiscal sustainability of the City. Infill and redevelopment opportunities more efficiently utilize existing infrastructure, facilities, and City staff resources by encouraging growth in areas with existing capacity to maximize efficiency.

The Comprehensive Plan contains future land use categories that serve as policy guides and set expectations for how land within the City should be developed and used in the future. The terms future land use and zoning often get confused, but they are separate tools and processes. Future land use serves as a guide for how areas of the City may develop in the future. In contrast, zoning regulates how a specific property can be developed and used today. **Map 2.2, Future Land Use & Character** is used to guide decisions about infrastructure investment and zoning changes.

This chapter serves as the plan's foundation and encompasses many interrelated components as land use and development patterns are fundamental to the other topic chapters including creating strong neighborhoods (Chapter 3), a prosperous economy (Chapter 4), engaging natural spaces and arts (Chapter 5), an integrated mobility network (Chapter 6), exceptional City services (Chapter 7), and carefully managed, fiscally responsible growth (Chapter 8). Effective collaboration across City departments and with regional partners (Chapter 9) is vital to achieve and implement the plan's vision, goals, and actions (Chapter 10).



This chapter includes a series of maps that depict the City's land use strategies and goals visually, including **Map 2.1, Planning Areas**, **Map 2.2, Future Land Use & Character**, and **Map 2.3, Community Assets & Image Corridors**.

## *Planning Considerations*

Planning input from the community identified various issues and opportunities regarding land use planning, conservation of natural features, and enhanced community identity and aesthetics. The considerations highlighted in this section were used in the development of the goal and action recommendations that follow.

## **GROWTH AND DEVELOPMENT**

College Station is poised for continued population growth, which will bring demands for additional housing, shopping, recreational needs, public facilities, infrastructure, and services. University students continue to make up a significant portion of the population, but College Station is also diversifying in age—those aged 55 and over are the fastest-growing cohort, increasing by 83.5 percent over the last decade. The City of College Station is projected to increase by approximately 35,000 people over the next decade for a total population estimated to be 162,500 by 2030. The housing demand associated with this population growth is approximately 14,000 additional dwelling units. When factoring in assumed build-out of all existing and known development projects, there is a gap of approximately 10,000 dwelling units. This additional housing stock could come from a combination of infill development, redevelopment projects in existing areas, and new developments. This housing stock must include a variety of housing types to meet the needs and demands of all residents including students, young professionals, families and non-family households, renters and homeowners, and the retiree and 55 and older population, with an emphasis on aging-in-place. For reference, the City had a net gain of approximately 12,800 housing units over the last decade, with 6,500 single-family residences and 6,300 multi-family units added.<sup>1</sup>



If population and housing demands continue to increase and state legislation restricting annexation remains in effect, the City will naturally face a greater need for increased density in appropriately targeted areas. This presents an exciting opportunity to thoughtfully plan for a variety of neighborhoods that accommodate a wide range of lifestyles for College Station residents. Though the current population density at slightly more than 2,400 persons per square mile remains low in comparison to other metropolitan areas, the need for increased density offers opportunities for reinvigorating strategic areas and reimagining the way that new neighborhoods are designed. The City's enviable growth prospects necessitate more effective land use planning and capital investments, as well as diversified housing types including vertical mixed-use apartments, townhomes, and dense single-family neighborhoods.

<sup>1</sup>Data provided by City of College Station Planning & Development Services

## COMMUNITY CHARACTER, SUSTAINABILITY & URBAN DESIGN

College Station residents are interested in the character of their neighborhoods, special districts, corridors, and natural areas that collectively make College Station unique. Effective design also helps to create places of distinction – places worth remembering and protecting – and contributes significantly to quality of life. The design of streetscapes and building fronts as well as the treatment of parking and other physical features all impact how people experience the public realm. This plan speaks to the urban form of the City (where, when, and how land uses are developed) as well as public realm design (sometimes called urban design) and its impact on community character and identity.

Residents expressed the desire to preserve natural features for their environmental functions as well as their contribution to the community's character, with an emphasis on ensuring that the use or enjoyment of existing resources does not compromise resource availability for future residents. This is generally recognized as the definition of sustainability – meeting the needs of current generations without compromising the ability of future generations to meet their own needs. Combining these desires for unique places, quality urban design, and development patterns that are sensitive to resident needs and natural resources, along with the efficient use of infrastructure and City resources, provides a defined vision to make College Station a more livable and sustainable community.

As College Station grows, it is the residents' and City's intent that:

- **Infill and redevelopment in strategic locations is prioritized** over expansion of the urban area, is sensitive to existing neighborhoods, and engages residents in infill and redevelopment planning.
- **Growth occurs in a sustainable manner** to steward limited resources in an efficient and responsible manner that accommodates an increasing population and mitigates negative impacts on the natural and built environment. Compact development patterns help minimize sprawl and its associated impacts and makes sound economic sense for infrastructure provision and City services (see **Chapter 8: Managed Growth**).
- **New or enhanced residential areas are created** with qualities of traditional neighborhoods that feature a mix of housing types, a balance of owner and renter occupants, where parks and open space are provided, neighborhood-serving businesses are accessible, and adjacent neighborhoods and areas are connected in a seamless fashion (see **Chapter 3: Strong Neighborhoods**).
- **Existing neighborhoods are conserved, enhanced, or revitalized** with harmonious improvements, infill development, and compatible adjacent land uses that enhance the established neighborhood's character (see **Chapter 3: Strong Neighborhoods**).
- **Unique corridors and districts are developed, enhanced, and conserved** that foster vibrant places, streets, and natural corridors that contribute to the community's character and sense of place.
- **Rural areas are preserved** to protect streams, trees, pastures, and open areas that contribute significantly to the character of rural areas.
- **Natural resources are managed and conserved through sound stewardship practices** to protect streams, wooded areas, and open spaces that provide habitat for a variety of plants and wildlife, convey and clean stormwater, improve air quality, and add to the City's character and identity (see **Chapter 5: Engaging Spaces**).



- **Sustainable site design and low impact development practices are utilized** to mitigate stormwater and prevent flooding, avoid soil erosion and mitigate urban heat island effect, encourage tree preservation and planting programs, reduce energy consumption and pursue renewable technologies, conserve and reuse water, encourage native and adapted vegetation, and minimize waste and resource consumption, among others.
- **Multiple mobility mode options are available** to access neighborhoods, major employers and attractions, and the wider community, and streets are designed in a context-sensitive manner. The design of a street should be a function of both its role as a mobility corridor and its place context (see **Chapter 6: Integrated Mobility**).
- **Streetscapes are designed at a human-scale** and contribute positively to the way people navigate and experience the City. Effective streetscapes prioritize elements like wide sidewalks, pedestrian-scaled streetlights, wayfinding signs, and canopy trees. New district and corridor plans, as well as context-sensitive street design, will help elevate streets from utilitarian elements of the community to special places in their own right.
- **Public facilities are located and designed to contribute to community character** and make a statement about the community's values and expectations. A well-designed library or community center fits into a neighborhood, enabling residents to walk safely from their homes and providing a place for neighbors to gather, and contributes positively to that neighborhood's character and reinforces the public facility as an integral part of the community.
- **Public spaces are highly visible and accessible to all residents and visitors.** Public spaces like plazas, amphitheaters, and pedestrian malls that are well designed and safe foster social interactions and community identity.



## *Existing Land Use*

Future land use and character is grounded in the current use of land and the prevailing character. An overview of the current conditions is necessary prior to forming policies for the future use of land and community character. College Station can be readily divided into three basic types of existing land use patterns: urban, suburban, and rural. These are common terms that should bring immediate images to mind. Attributes that define these areas contribute to the identity of College Station.

Urban character is currently concentrated in the Northgate area. It includes early 20<sup>th</sup> century lot-line commercial structures such as those along either side of College Main, and immediately north of University Drive (FM 60). More recently constructed structured parking and multi-story residential projects built close to the street continue this urban feel. This area includes vertical, mixed-use development, minimal setbacks, minimal surface parking lots, and a high level of pedestrian activity.

Suburban character dominates College Station largely due to the time period most of the City was developed (post-World War II), local preferences and building customs, and the dominance of apartment-style development to support the student population. Much of this suburban character is auto-dominated and consists of land uses that have extensive areas of parking in relationship to their floor area. Big-box retail areas and shopping malls are quintessential examples of this character. Most apartment complexes, duplexes, and single-family residential developments exhibit similar auto-oriented character and design.

Some suburban areas of the City exhibit a less auto-dependent and more walkable character. These areas retain a balance between green areas (parks and open space) and the built environment. Often these areas include parks, schools, and small-scale, neighborhood-serving businesses. The College Hills area is a good example of this type of suburban character. There are also suburban areas that are dominated by open space. These estate areas exhibit a more rural character with homes generally placed on large lots. The Foxfire subdivision is a good example of this type of suburban land use and character.

Rural areas that currently exist in and around College





Station are areas that exhibit countryside, agricultural, and natural character. Countryside is typically dominated by a few lots of estate size or greater fronting a road surrounded by agricultural or natural lands. The latter two tend to be determined by uses – crop or ranching in agricultural areas and wooded or savannah lands in natural areas. Rural areas tend to be more sensitive than other character areas to intrusions from incompatible development. Portions of the City and most of the ETJ are planned to remain rural and are identified accordingly on **Map 2.2, Future Land Use & Character**. Additional information about these areas is contained in **Chapter 8: Managed Growth**.



## *Future Land Use*

The plan for future uses of land is presented through policy guidance and associated maps. Three significant land use components work in tandem to identify, create, conserve, and connect places of distinction – those areas that make College Station unique and contribute to the City's character and sense of place. These components are: Planning Areas, Future Land Use & Character, and Community Assets & Images Corridors. Each component is visually represented by an associated map. Combined, the narrative and maps capture the City's policies regarding how and where College Station will grow and change over the course of the next decade.

- **Map 2.1, Planning Areas** depicts areas within the city with distinctive character that have existing small area plans or are priority areas for future focused planning efforts.
- **Map 2.2, Future Land Use & Character** provides specific detail regarding the desired future use and character of all land within the City and ETJ.
- **Map 2.3, Community Assets & Image Corridors** visually portrays community assets, both natural and man-made, that contribute to the character and identity of the City.

## PLANNING AREAS

The policy guidance within this section and **Map 2.1, Planning Areas** are intended to provide a broad overview of the City's land use strategy. Significant neighborhoods, districts, corridors, redevelopment areas, and places that would benefit from future small area planning efforts are identified. Small area plans are focused planning efforts that provide a more granular level of study and specific actions for a smaller, defined geographic area to help implement the Comprehensive Plan's overarching goals. The City has several existing small areas plans and identified priority areas for additional planning efforts through recent citizen input and the 10-year plan update.

The basic land use strategy is to strategically accommodate the projected demand for new housing, businesses, public facilities, and infrastructure needs resulting in multiple places of distinction. This enables the City to continually strengthen its principal competitive advantage for attracting and retaining residents, visitors, and new businesses along with the employment and tax revenues that accompany them – that is, a high quality of life. The land use strategy and planning areas focus on identifying, creating, conserving, and connecting:

- Strong and sustainable neighborhoods
- Unique districts and corridors, both natural and man-made
- Redevelopment areas that renew, revitalize, and infill underperforming areas of the community through partnerships with public and private interests
- Rural areas that preserve open spaces and respect the limits of public infrastructure and services, and
- A context sensitive mobility system that links the community together (as discussed in **Chapter 6: Integrated Mobility** and visually represented through the **Thoroughfare Plan and Bicycle, Pedestrian, and Greenways Master Plan**)



### *Neighborhoods & Districts*

Neighborhood planning areas are places in which the current land use, character, and identity will generally remain and be enhanced. Among other activities, these plans identify appropriate and compatible land uses and design for vacant lands within the neighborhood and its area of influence. They also designate areas appropriate for redevelopment. Neighborhood plans typically contain strategies that address existing challenges (for example, code issues) and identify enhancement actions (such as pedestrian or park improvements).



District planning areas present opportunities for a mix of appropriate uses that enhance the unique characteristics of a defined area of the City. Existing examples include the Wellborn Community Plan which centers on the unique, rural character of the Wellborn area and the Medical District Master Plan which focuses on creating a cohesive healthcare and wellness district.

Over the last 10 years, citizens, staff, and City leadership worked together to create seven neighborhood and district plans. These plans provide strategic recommendations for an area within a defined timeframe (typically seven years). Once adopted, those recommendations are either implemented over the planning period, incorporated into relevant parts of the Comprehensive Plan, or additional planning efforts may emerge due to changed conditions. Occasionally, some action items are not pursued due to changed conditions or waning neighborhood interest. Many of the existing neighborhood plans are now outside of their original planning timeframes. The City should establish a formal process for reviewing neighborhood plans at defined intervals to assess what was achieved relative to the plan's recommendations, what was not achieved (and why), and whether additional planning efforts are needed for an area.

- **Planning Area 1: Eastgate Neighborhood Plan** – Adopted in June 2011, this neighborhood plan covers approximately 567 acres in one of the City's older neighborhoods along the eastern edge of Texas A&M University.
- **Planning Area 2: Southside Area Neighborhood Plan** – Adopted in September 2012, this neighborhood plan covers approximately 720 acres in one of the City's oldest neighborhoods along the southern edge of Texas A&M University.
- **Planning Area 3: South Knoll Neighborhood Plan** – Adopted in September 2013, this neighborhood plan covers over 3,500 acres within the City's core.
- **Planning Area 4: Central College Station Neighborhood Plan** – Adopted in June 2010, this neighborhood plan covers approximately 1,450 acres in the geographic center of the City.
- **Planning Area 5: Wellborn Community Plan** – Adopted in April 2013, this plan encompasses 929 acres in the southwestern portion of the City, including much of the historic Wellborn community and focuses on retaining the rural character of the area. However, conditions have changed in recent years and the community is facing continued development pressures for growth that may now be appropriate, in contrast with the existing plan direction. A renewed planning effort in the Wellborn area is needed.
- **Planning Area 6: Medical District Master Plan** – Adopted in October 2012, the Medical District Master Plan creates a focused healthcare and wellness district that includes the City's major hospitals and medical facilities. This area is generally located along State Highway 6 near the Rock Prairie Road interchange, which is one of the primary gateways into the City as one approaches from the south. The plan links medical facilities into a cohesive district with supporting commercial and residential areas that are being realized through the Midtown Reserve & City Center master planned development. The City-owned Midtown Business Park, consisting of over 250 acres, is located in this general area as well, providing economic development opportunities for office, light



and heavy-industrial, and limited commercial uses. There are also significant natural features in the area – branches of Lick Creek and Spring Creek – and these should continue to be incorporated into the district as parks, greenway trails, and open space. Future development should also continue cohesive identity elements such as signage, landscaping, and design that visually tie the district together.

- **Planning Area 7: Wolf Pen Creek District** - This district along the Wolf Pen Creek corridor combines parks, arts, and commerce by linking a variety of private and public facilities together with an urban greenway. This area has been the subject of considerable planning efforts, including specific Wolf Pen Creek Design Standards (within the Unified Development Ordinance), and substantial public and private investment. Future planning should build upon these existing efforts to expand the district's reach into the adjacent areas of influence, resulting in a more urban character.



### *Redevelopment*

Portions of the City are identified for focused redevelopment activities. Within these areas it is anticipated that a change in use – and, if appropriate, character – requires some form of direct intervention by the City. This intervention may involve regulation (e.g., City-initiated rezoning), investment (e.g., capital expenditure on infrastructure), or incentives (e.g., fast-tracking of a project or density bonuses). This stands in contrast to areas that experience changes in use based on market opportunities alone. Some of these redevelopment areas may overlap established neighborhood areas, districts, or corridors and careful attention and cohesive planning will be needed to provide appropriate transitions between redeveloping and existing areas.

- **Planning Area 8: Northgate District & Redevelopment Area** - This area serves as the City's primary entertainment district and represents the City's only current urban character area. This area has been and will continue to be the subject of considerable planning along with substantial public and private investment. These efforts should be guided by the Northgate District Design Standards (within the Unified Development Ordinance), the Mobility Study and Operations Plan, and any emerging plans for the area. Continued development and redevelopment efforts in the Northgate District should enhance the vibrant entertainment district and include vertical mixed-use projects, retail and entertainment uses, and tourist attractions.



- **Planning Area 9: Texas Avenue & University Drive (FM 60) Redevelopment Area** - This area includes a number of underperforming land uses that, due to their proximity to two of the busiest corridors in the City, are poised for redevelopment. Much of the area is currently subdivided into small lots, making it difficult to assemble land for redevelopment. A portion of this area includes the new City Hall site and a prime redevelopment opportunity to transition the former City Hall site into a cohesive mixed-use area that incorporates retail, office, and residential uses. The proximity of existing neighborhoods and the Texas A&M University campus requires careful site planning and building design. These efforts should be complimentary to the nearby hospitality corridor planning efforts, the Eastgate area, and the Texas A&M University Campus Master Plan while focusing on bringing vertical mixed-use and other aspects of urban character to this portion of the City. This area is consistently ranked as a high priority area for future planning efforts by residents and City leadership.
- **Planning Area 10: Harvey Road Redevelopment Area** – This section of Harvey Road includes newer commercial areas and a number of underperforming commercial and older multi-family properties and apartment complexes. This area also includes the Post Oak Mall, which will likely need to reposition itself in the near future to remain competitive. This presents an exciting opportunity to evolve into a denser area of the City, including vertical and horizontal mixed-use developments, which could compliment the adjacent Wolf Pen Creek District. During the 10-year Comprehensive Plan evaluation, residents and City leadership expressed interest in alternative options for future redevelopment and revitalization of this area, indicating a need for additional study and engagement.
- **Planning Area 11: George Bush Drive & Wellborn Road (FM 2154) Redevelopment Area** - This area includes a number of underperforming commercial properties and poor-quality residences that, due to planned road changes to the George Bush Drive and Wellborn Road (FM 2154) intersection along with the area's proximity to Texas A&M University, are poised for redevelopment. Much of the area is currently subdivided into small lots, making it difficult to consolidate land for redevelopment. The presence of existing residences and businesses, and proximity to established neighborhoods and the university campus, requires careful site planning and building design. Redevelopment planning efforts should focus on bringing vertical and horizontal mixed-use and other aspects of urban character to this portion of the City, while providing contextually appropriate transitions to established areas of the Southside neighborhood. During the 10-year plan evaluation residents were divided on alternative options for this area, indicating the need for further study and public engagement. Residents strongly opposed changes to interior portions of the Southside neighborhood across from Texas A&M University, thus future planning efforts within the Southside neighborhood should center on the area surrounding the George Bush Drive and Wellborn Road (FM 2154) intersection. These planning efforts will be prioritized and synced with the proposed road changes, once the timing is known.

### *Gateway Corridors*

Gateway corridors serve as functional and focal entry points into the City and its unique districts, neighborhoods, redevelopment, and natural areas. These gateway corridors are prominent routes for College Station residents and visitors alike. An effective gateway corridor establishes a positive impression and identity that reinforces the community's character. Several of these corridors serve as a link between districts, further reinforcing their importance. Identity and beautification elements, such as decorative markers and themed wayfinding signs, should be placed along these corridors. Additionally, landscaping and streetscape elements should be unified and significant along these corridors. These corridors also offer the opportunity for the placement of public art and other design elements.

- **Planning Area 12: Presidential Gateway & BioCorridor** - This area located near the intersection of State Highway 47 and Raymond Stotzer Parkway (FM 60) is a main entryway into the City from the west. It is adjacent to the Texas A&M University Health Science Center, Easterwood Airport, and nearby the RELIS Campus in Bryan. The BioCorridor contains interconnected, master planned properties specializing in corporate office, biomanufacturing, research and development, and industrial uses. The area's character is managed and regulated jointly by the cities of College Station and Bryan largely through the BioCorridor Planned Development District. Future development should build upon existing assets in the area and continue to enhance this primary gateway into the City through cohesive design, landscaping, and signage.
- **Planning Area 13: Hospitality Corridor** - This area along University Drive (FM 60), spanning from Tarrow Street and Fire Station #6 to the interchange at State Highway 6, is one of the main entryways into the City from the highway. A number of hotels and restaurants are currently located along this corridor. The focus of this corridor should be linking current and future hospitality facilities into a cohesive corridor along with adjacent redevelopment areas that, over time, could emerge as another urban character area. The plan should include identity elements such as signage, landscaping, and enhanced design to visually tie the corridor together.
- **Planning Area 14: Municipal Center Corridor** - This area located along Krenek Tap Road between State Highway 6 and Texas Avenue includes Stephen C. Beachy Central Park, the original City cemetery, and several municipal facilities. The area also includes significant natural features such as Bee Creek and several wooded areas. Plans for this corridor should enhance the municipal facilities and support a mix of residential and commercial activities with an emphasis on cohesive design that integrates the natural features of the area.
- **Planning Area 15: Harvey Mitchell Corridor** - This is an area of Harvey Mitchell Parkway (FM 2818) generally around its intersection with Texas Avenue extending eastward to State Highway 6. This area includes a significant amount of floodplain area adjacent to Bee Creek and significant road frontage along Harvey Mitchell Parkway and Texas Avenue. The focus of this plan should be the development of an urban area that incorporates the natural features of the area and design elements that positively contribute to two prominent entries into the core of the City.
- **Planning Area 16: Longmire & Highway 6 Frontage Road Corridor** - This gateway corridor is a major entryway into the City from State Highway 6. The area is generally defined as the State Highway 6 Frontage Road at its intersection with Texas Avenue between Deacon Drive to Rock Prairie Road and west to Longmire Drive. The corridor contains a series of older, underperforming, and in many cases nonconforming, commercial and multi-family uses. As a key corridor, future planning efforts should focus on redevelopment opportunities and identity enhancements such as signage, landscaping, and design to create a more visually cohesive entryway and corridor.
- **Planning Area 17: Wellborn Road (FM 2154) and William D. Fitch Corridor (State Highway 40)** - This area is generally the southwestern gateway into the City near the intersection of Wellborn Road (FM 2154) and William D. Fitch Parkway (State Highway 40). There is a future grade-separated crossing at the intersection of these roads that will significantly change the area's character. The land west of the railroad and generally south of Rock Prairie Road is largely undeveloped but limited in development potential due to sewer capacity constraints. A plan for this area should focus on opportunities for visual enhancements such as signage, landscaping, and enhanced design to create a more attractive entryway, along with compatible land uses such as light industrial that can operate within existing constraints.





### *Natural Corridors*

Natural corridors exhibit opportunities for resource conservation and recreational activities. Examples include the Carter Creek and Lick Creek Corridors. Each of these will be the subject of a future district or corridor plan.

- **Planning Area 18: Bee Creek Corridor** - This corridor contains Bee Creek, which is a significant stream that traverses many neighborhoods in the core of the City. This watershed has been the location of intense development resulting in significant alteration to the stream. The focus of this corridor should be on the continued restoration of the creek, development of recreational opportunities, and expansion of its role in linking adjacent areas.
- **Planning Area 19: Carter Creek Corridor** - This corridor consists of the entirety of Carter Creek and its associated floodplain. Carter Creek is a significant natural feature stretching along much of the eastern edge of the City and linking College Station, Bryan, and the remainder of Brazos County. The focus of this corridor should be the protection of this natural feature and development of recreational opportunities that could cohesively connect the region.
- **Planning Area 20: Lick Creek Corridor** - This area includes Lick Creek Park and the surrounding area. Lick Creek Park is one of the most significant natural features in College Station. It offers a unique natural setting and protects much of the Lick Creek watershed along with a large, wooded area and the habitats of rare and endangered species. The focus of this corridor should be the continued protection of the natural features, additional recreational and educational opportunities, and the expansion of its role in linking adjacent areas.

# FUTURE LAND USE & CHARACTER

Future land use serves as a guide for how all property within the City may develop in the future. Each future land use category contains a character-based description and overall intent of the category, along with generally appropriate zoning districts that help achieve the desired character. There are also example photographs from existing developments in College Station or other communities to visually illustrate the desired development characteristics.

The appropriateness of zoning change requests will be considered using multiple criteria including, but not limited to, whether the request is aligned with **Map 2.2, Future Land Use & Character**, whether changed or changing conditions exist in the area, compatibility with existing uses and development patterns, impact on environmentally sensitive and natural areas, impact on and timing of infrastructure, and consistency with all goals and strategies of the Comprehensive Plan. The zoning districts listed as generally appropriate under each future land use category are meant to provide guidance and do not represent affirmative support of each listed zoning district.

The land use strategies discussed in this chapter are further clarified by the future land use category descriptions and are visually portrayed in **Map 2.2, Future Land Use & Character**. The associated acreages in each land use category are compiled in **Table 2.1, Summary of Future Land Use Acreages**.

*Table 2.1, Summary of Future Land Acreages  
will be finalized after public engagement is  
completed in September 2021*

With the 10-year Comprehensive Plan update several changes were made to the future land use categories and map based on community and stakeholder input, changing conditions, and best practices identified during the evaluation process. These changes include renaming, simplifying and reducing the number of categories, refining the land use definitions, creating new categories to encourage and support emerging development forms, and reconsidering how land uses apply to various areas of the City.

The future land uses described below and applied to **Map 2.2, Future Land Use & Character** are meant to realize the citizens' vision for the future of College Station.



Planning Areas

- NEIGHBORHOODS & DISTRICTS

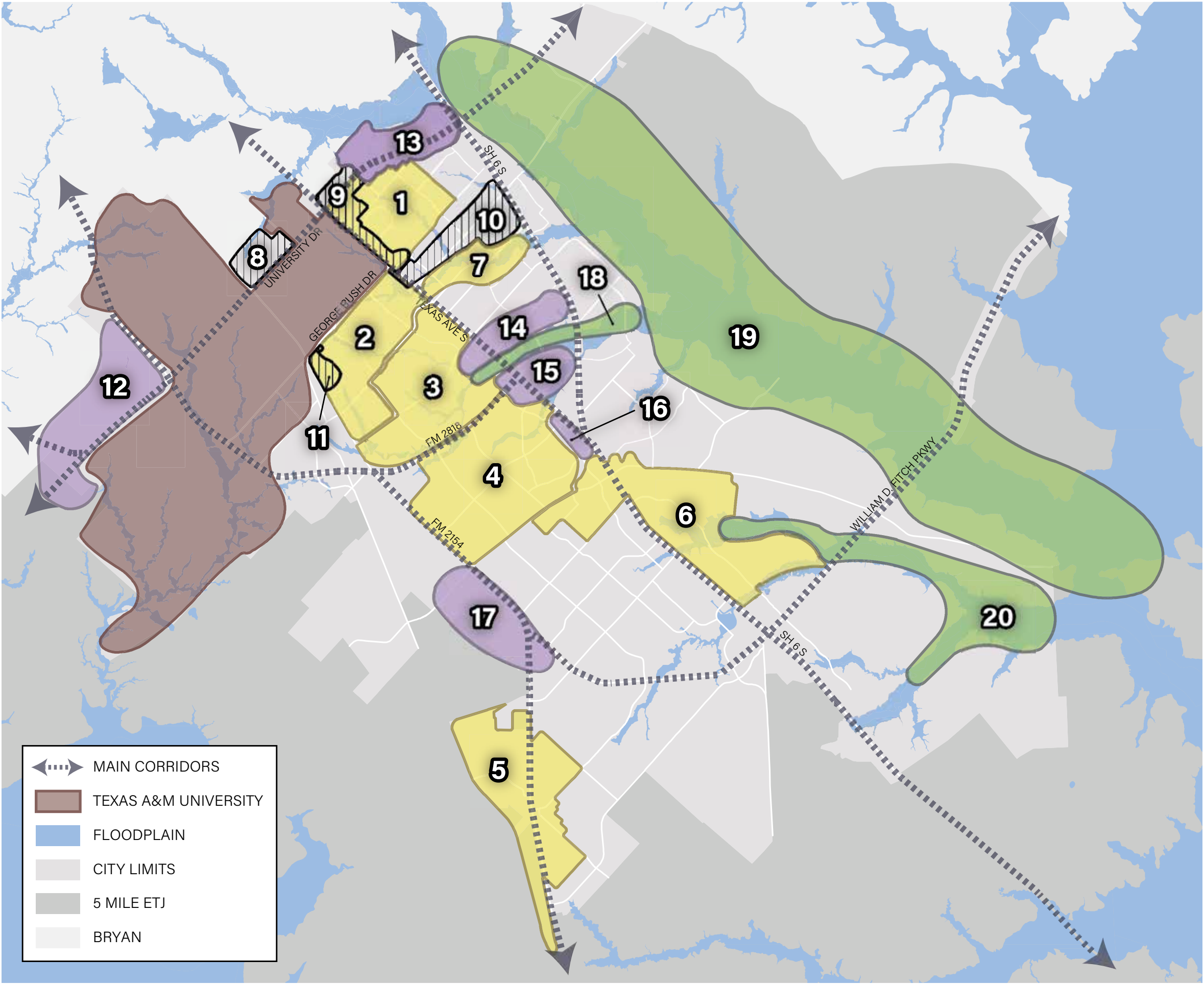
  - EASTGATE NEIGHBORHOOD PLAN\*
  - SOUTHSIDE AREA NEIGHBORHOOD PLAN\*
  - SOUTH KNOLL NEIGHBORHOOD PLAN\*
  - CENTRAL COLLEGE STATION NEIGHBORHOOD PLAN\*
  - WELLBORN COMMUNITY PLAN\*
  - MEDICAL DISTRICT MASTER PLAN\*
  - WOLF PEN CREEK DISTRICT\*
- REDEVELOPMENT AREAS

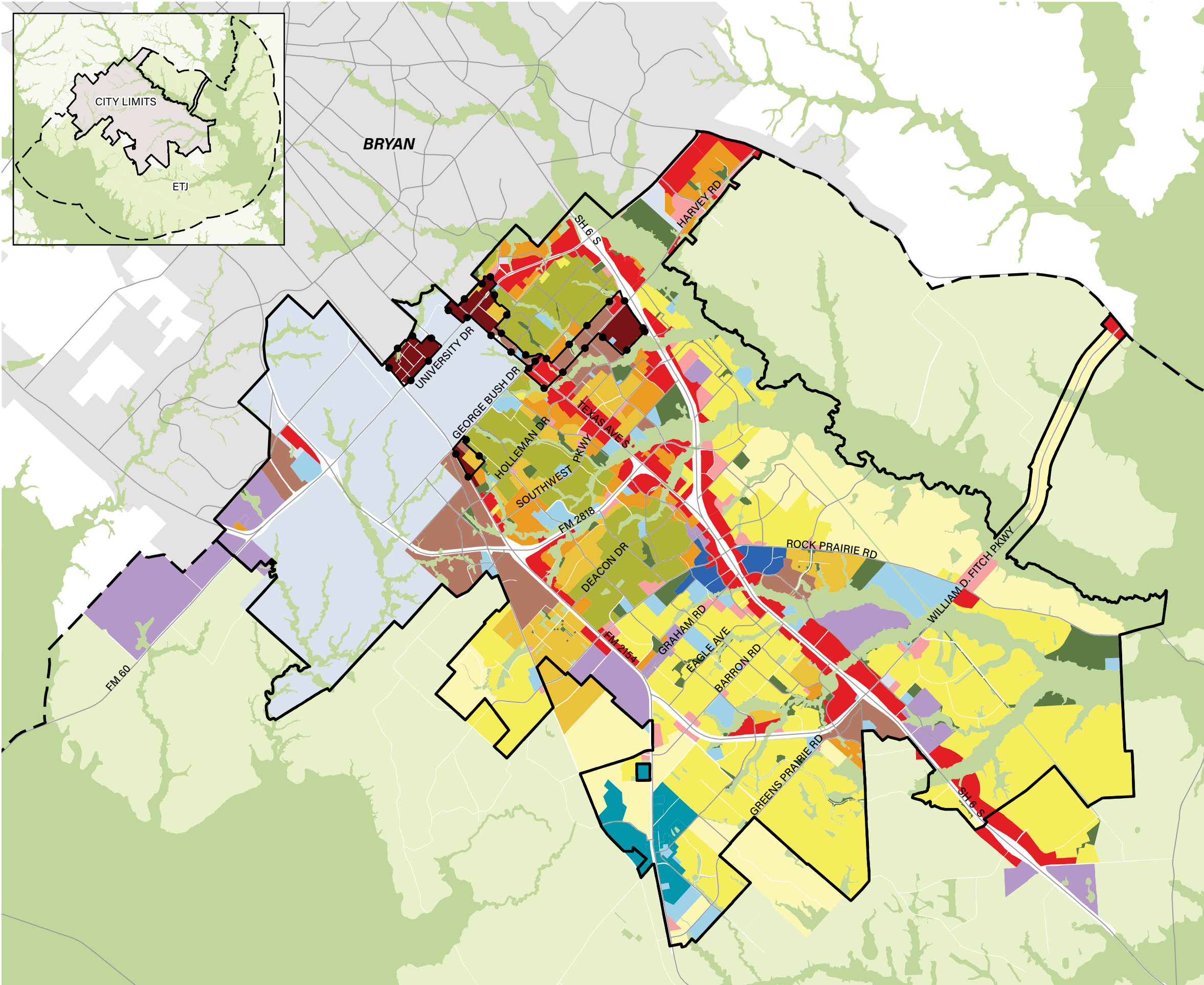
  - NORTHGATE DISTRICT\*
  - TEXAS AVENUE & UNIVERSITY DRIVE AREA
  - HARVEY ROAD AREA
  - GEORGE BUSH DRIVE & WELLBORN ROAD AREA
- GATEWAY CORRIDORS

  - PRESIDENTIAL GATEWAY & BIOCORRIDOR\*
  - HOSPITALITY CORRIDOR\*
  - MUNICIPAL CENTER CORRIDOR
  - HARVEY MITCHELL CORRIDOR
  - LONGMIRE & HIGHWAY 6 FRONTAGE ROAD CORRIDOR
  - WELLBORN ROAD & WILLIAM D. FITCH CORRIDOR
- NATURAL CORRIDORS

  - BEE CREEK CORRIDOR
  - CARTER CREEK CORRIDOR
  - LICK CREEK CORRIDOR

\* EXISTING PLANNING EFFORT OR DESIGN STANDARDS





*Future Land Use  
& Character*

\*NOTE: A COMPREHENSIVE PLAN SHALL NOT  
CONSTITUTE ZONING REGULATIONS OR ESTABLISH  
ZONING BOUNDARIES



## *Future Land Use Categories*

### URBAN CENTER

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Areas that are appropriate for the most intense development and mix of uses arranged in a compact and walkable pattern. These areas will tend to consist of multi-story residential, commercial, and office uses that may be mixed vertically within mixed-use structures or horizontally in an integrated manner. Urban Centers should also incorporate consolidated parking facilities, access to transportation alternatives, open space and recreational facilities, and public uses.

**Building Height:** 5 stories average

**Mobility:** Walking, bicycling, transit, automobile

#### *Intent*

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- Create and reinforce walkable activity centers with small blocks that are connected to surrounding development and include a mix of complementary uses
- Accommodate a mix of building types including freestanding and attached structures that frame attractive pedestrian zones between buildings and streets
- Encourage commercial uses along primary streets
- Encourage vertical mixed-use structures with ground-floor retail in appropriate locations such as along major corridors
- Support multi-family residential as a secondary component of a center
- Encourage shared surface parking located behind buildings or to the side of buildings, structured parking, and on-street parking where possible

#### *Generally appropriate zoning districts:*

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Mixed-use, Northgate zoning (in Northgate only), Wolf Pen Creek zoning (in Wolf Pen Creek only)



## NEIGHBORHOOD CENTER

Areas that are appropriate for a mix of uses arranged in a compact and walkable pattern at a smaller scale than Urban Centers. These areas consist of residential, commercial, and office uses arranged horizontally in an integrated manner and may be mixed vertically within structures. Neighborhood Centers should also incorporate consolidated parking facilities, access to transportation alternatives, open space and recreational facilities, and public uses.

**Height:** 3 stories average

**Mobility:** Walking, bicycling, transit, automobile

### *Intent*

- Create and reinforce walkable activity centers that are connected to surrounding development and include a mix of complementary uses
- Accommodate a mix of building types that frame attractive pedestrian spaces
- Encourage commercial uses along primary streets
- Support vertical mixed-use structures with ground-floor retail in appropriate locations such as along corridors or major intersections
- Support multi-family residential as a secondary component of a center
- Encourage shared surface parking located behind or to the side of buildings (with some limited parking in front of buildings), structured parking, and on-street parking where possible

### *Generally appropriate zoning districts:*

Mixed-use, Wolf Pen Creek zoning (in Wolf Pen Creek only) General commercial and multi-family zoning may be considered in some circumstances if designed in an integrated manner with a preferred emphasis on urban form





## GENERAL COMMERCIAL

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Concentrated areas of commercial activities that cater to both nearby residents and to the larger community or region. Generally, these areas tend to be large and located along regionally significant roads. Due to their context, these areas tend to prioritize automobile mobility.

**Height:** 1-2 stories average

**Mobility:** Primarily automobile, but accessible by walking, bicycling, and transit

### *Intent*

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- Accommodate a wide range of commercial uses
- Concentrate future commercial development at major intersections
- Provide connectivity to surrounding bicycle and pedestrian networks and provide safe pedestrian facilities within sites
- Encourage transitions in building height and mass when adjacent to residential neighborhoods
- Support multi-family residential as secondary uses on a site
- Encourage shared surface parking

### *Generally appropriate zoning districts:*

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General commercial, office, and mixed-use zoning



## NEIGHBORHOOD COMMERCIAL

Areas of commercial activities that cater primarily to nearby residents. These areas tend to be smaller format than general commercial and located adjacent to major roads along the fringe of residential areas. Design of these structures is compatible in size, architecture, and lot coverage with surrounding residential uses.

**Height:** 1-2 stories average

**Mobility:** Primarily automobile, but accessible by walking, bicycling, and transit

### *Intent*

- Accommodate limited commercial services compared to General Commercial
- Provide pedestrian and bicycle connectivity to surrounding neighborhoods and nearby public uses (schools, parks, etc.)
- Support some residential uses that are compatible with the surrounding neighborhood character
- Encourage transitions in building height and mass when adjacent to residential neighborhoods
- In a walkable neighborhood context, locate new buildings near the street and accommodate parking to the side or rear of buildings with some limited parking in front of buildings and accommodate on-street parking where possible

### *Generally appropriate zoning districts:*

Suburban commercial and office zoning





## BUSINESS CENTER

Areas that include office, research, or industrial uses that may be planned and developed as a unified project. Generally, these areas need convenient access to arterial roadways.

**Height:** Varies

**Mobility:** Primarily automobile

### *Intent*

- Accommodate a variety of large footprint buildings
- Accommodate commercial and service uses within Business Centers
- Accommodate pedestrian, bicycle, and transit connectivity to and within Business Centers
- Provide buffering through landscaping and building placement where large-scale employment sites are adjacent to residential areas

### *Generally appropriate zoning districts:*

Business park, industrial, and commercial industrial zoning



## URBAN RESIDENTIAL

Areas that are appropriate for a range of high-density multi-family and attached residential development in various forms including townhomes, apartment buildings, mixed-use buildings, and limited non-residential uses that are compatible with the surrounding area.

**Height:** 3 stories average

**Mobility:** Walking, bicycling, transit, automobile

### *Intent*

- Accommodate a wide range of attractive multi-family housing for a diverse population. Buildings may be clustered and grouped. Building setback from street varies but is generally consistent within a development
- Provide vehicular and pedestrian connectivity between developments
- Accommodate streetscape features such as sidewalks, street trees, and lighting
- Support commercial, service, office uses, and vertical mixed-use within redevelopment areas

### *Generally appropriate zoning districts:*

Multi-family, townhouse, mixed-use, and limited suburban commercial zoning





## MIXED RESIDENTIAL

Areas appropriate for a mix of moderate density residential development including, townhomes, duplexes, small multi-family buildings (3-12 unit), and limited small-lot single family. These areas are appropriate for residential infill and redevelopment that allows original character to evolve. These areas may serve as buffers between more intense multi-family residential or mixed-use development and suburban residential or neighborhood conservation areas.

**Height:** Varies (generally 2-3 stories)

**Mobility:** Walking, bicycling, transit, automobile

### *Intent*

- Accommodate a walkable pattern of small lots, small blocks, and well-connected street pattern
- Accommodate streetscape features such as sidewalks, street trees, and lighting
- Encourage community facilities, parks, and greenways within neighborhoods
- Support neighborhoods with a mix of housing types and where larger or more dense housing is located near community facilities or adjacent to commercial or neighborhood centers

### *Generally appropriate zoning districts:*

Duplex, townhouse, middle housing, and limited-scale single-family



## SUBURBAN RESIDENTIAL

Primarily single-family residential areas that consist of low to moderate density single-family lots. These areas may also include limited townhomes, duplexes, other housing types, and some non-residential uses that are compatible with surrounding single-family areas. Development types tend to be highly consistent within a subdivision or neighborhood.

**Height:** 1-2 stories

**Mobility:** Primarily automobile, but accessible by walking, bicycling, and transit to surrounding neighborhood services and centers

### *Intent*

- Accommodate streetscape features such as sidewalks, street trees, and lighting
- Support neighborhoods with a mix of housing types
- Encourage community facilities, parks, and greenways within neighborhoods
- When establishing new residential areas or expanding existing developments, provide pedestrian and vehicular connectivity between adjacent developments

### *Generally appropriate zoning districts:*

General and restricted suburban zoning





## ESTATE RESIDENTIAL

Primarily single-family residential areas that have a low level of development activities. These areas are appropriate for very low-density residential lots of one-acre or greater lot sizes or average 20,000 square foot lots when clustered around open space.

**Height:** 1-2 stories

**Mobility:** Primarily automobile

### *Intent*

- Support a wide range of lot sizes, long blocks, and curvilinear streets. Buildings tend to be located greater than 30 feet from a fronting street.
- When establishing new residential areas or expanding existing developments, provide pedestrian and vehicular connectivity between adjacent developments

### *Generally appropriate zoning districts:*

Estate, rural, and manufactured home park zoning



## NEIGHBORHOOD CONSERVATION

Residential areas that are essentially “built-out” and are not likely to be the focus of extensive infill development or redevelopment. These areas often were platted before current development regulations were in place often resulting in nonconforming situations. These areas are appropriate for overlays or zoning classifications that provide additional character protection and address nonconforming issues.

**Height:** 1-2 stories

**Mobility:** Walking, bicycling, transit, automobile; on-street parking and private off-street parking

### *Intent*

- Maintain the existing housing stock, lot patterns, and character of neighborhoods
- Support infill housing that fits-in with neighboring homes (scale, placement, use, etc.)
- Address nonconforming lot issues through flexible development regulations
- Maintain established trees

### *Generally appropriate zoning districts:*

General and restricted suburban, single-family overlays





## TEXAS A&M UNIVERSITY

Areas owned by Texas A&M University and are appropriate for campus development as described in the Texas A&M Campus Master Plan and related documents.

## INSTITUTIONAL/PUBLIC

Areas that are, and are likely to remain, in some form of institutional or public activity. Examples include schools, libraries, municipal facilities, and major utilities.

## MEDICAL

Areas appropriate for medically related uses and supporting office, commercial, and residential uses. The medical land use designation surrounding Rock Prairie and State Highway 6 is further detailed in the Medical District Master Plan, which envisions a wide array of medical and supporting services and activities concentrated in the district. This includes the two major hospitals in close proximity to residential neighborhoods, neighborhood centers, offices, and commercial uses.

**Height:** Varies

**Mobility:** Walking, bicycling, transit, automobile

*Generally appropriate zoning districts:*

Varies

## WELLBORN

The Wellborn Community Plan envisions the future of Wellborn to maintain its rural character with open space that is both privately and publicly held. The area will continue as a place where neighborhood commercial uses support surrounding low-density residential properties.

**Height:** Varies

**Mobility:** Primarily automobile

Zoning districts: Wellborn zoning districts, as appropriate and specified in the Wellborn Community Plan



## PARKS & GREENWAYS

Areas that are permanently protected from development. Such areas are preserved for their natural function or for parks, recreation, or greenways opportunities. These areas include, publicly owned open space, conservation easements, greenway trails, and public parks.

## NATURAL & OPEN AREAS

This land use designation is generally for areas that represent a constraint to development and that should be conserved for their natural function or open space qualities. These areas include floodplains, riparian buffers, common areas, and open space. The boundaries of the Natural & Open Areas land use are illustrative, and the exact location of floodplains and other physical constraints are determined during the development process.

### *Generally appropriate zoning districts*

Natural areas protected

## RURAL

Areas that, due to public service limitations, inadequate public infrastructure, or a prevailing rural or agricultural character, should have very limited development activities. These areas will tend to include a mix of large acreages (ranches and farmsteads) and limited large-lot (two acre or larger) residential developments. Open space is the dominant feature of these areas.

**Height:** Varies

**Mobility:** Primarily automobile

### *Generally appropriate zoning districts*

Rural and manufactured home park zoning





## *Community Assets & Images Corridors*

The physical design and appearance of the built environment – what buildings, streets, and parks look like – contributes significantly to the character and identity of the City. This section identifies many of the community's unique assets and provides general policy guidance regarding suburban and urban design, streets and streetscape design, public buildings and facilities, image corridors, and gateways. More specific and detailed guidance will be provided through subsequent neighborhood, district, and corridor plans, as well as master plans and other studies and plans adopted by the City Council.

### COMMUNITY ASSETS

College Station has a number of existing assets (both natural and man-made) that contribute significantly to the character and identity of the City and, thus, are deserving of identification and worthy of policy guidance. **Map 2.3, Community Assets & Image Corridors**, visually portrays these assets which include natural features such as Carter Creek and Lick Creek, connections to the greater region such as Easterwood Airport, public facilities such as the Texas A&M University campus and Veterans Park, and various vistas and views. Care should be taken to protect each of these assets from encroachment by incompatible land uses and from insensitive development activities that would compromise their contribution to the area's character and identity.

### IMAGE CORRIDORS

Image corridors are delineated on **Map 2.3, Community Assets & Image Corridors**, reflecting their importance as routes that many residents and visitors travel and, along the way, form impressions of College Station. Several of these corridors serve as a link between districts, further reinforcing their importance. Identity and beautification elements, such as decorative markers and themed wayfinding signs, should be placed along these corridors. Additionally, landscaping and streetscape elements should be unified and significant along these corridors. These corridors also offer the opportunity for the placement of public art and other design elements. Primary image corridors include corridors that carry high volumes of traffic and move travelers through or along some of the City's most significant assets. Examples include State Highway 6, Texas Avenue, and Wellborn Road (FM 2154). Secondary image corridors include corridors that tend to carry slightly less traffic volume and move travelers mainly through the community's significant business or residential areas. Examples include Rock Prairie Road, Harvey Road (FM 30), and portions of University Drive (FM 60). Image corridors also offer an opportunity to support the City's resource conservation objectives through the preservation of open space and other natural features along these key corridors. Where these corridors cross streams, go through forested areas, or offer attractive vistas, care should be taken in how bridges are constructed, banks are stabilized, stormwater is managed, trees are protected, and views are kept unobstructed to maximize the positive impressions gained by these assets.

### GATEWAYS

A gateway serves as the symbolic entry point to an area, whether the City, a neighborhood, or a district. An effective gateway establishes an immediate positive impression that reinforces the character of an area and is visually harmonious with its surroundings. The key gateways into these areas need specific design elements and enhancements to create such an experience. For neighborhoods this may be in the form of landscaping or an entrance monument. For districts and corridors this may be in the form of landscaping,

streetscape, special lighting, signage, public art, or building design. Along the image corridors at key entry points to the City this may be in the form of landscaping, special signage, public art, or enhancements to bridges and overpasses.

Each of the neighborhood area plans, district plans, and corridor plans should address the most effective means to enhance associated gateways. This section outlines the framework for the most appropriate manner to address the key gateways into and out of the City as a whole. This plan identifies three levels of gateways, each with its own specific purpose and related design focus.

**Early Image-Setting Gateways** are locations where those approaching the community can first be engaged and experience College Station's unique identity. These areas offer opportunities for tasteful signage and landscaping that are harmonious with the surrounding rural areas while announcing one's pending arrival into College Station. Examples of appropriate locations for such enhancements are the intersection of University Drive/Raymond Stotzer Parkway (FM 60) and Wellborn Road (FM 2154), the FM 60 crossing of the Brazos River, and the intersection of State Highway 47 and Raymond Stotzer Parkway (FM 60).

**Secondary Welcoming Gateways** are locations where community identity and themes can be reinforced through more substantial enhancements. These may include significant monument signage, substantial areas of landscaping and tree planting, and flags. Generally, these are located within the city limits but prior to arrival in the core of the City itself. Examples of appropriate locations for such enhancements are the Rock Prairie Road interchange with State Highway 6, the intersection of George Bush Drive and Harvey Mitchell Parkway (FM 2818), and the city limits at South College Avenue.

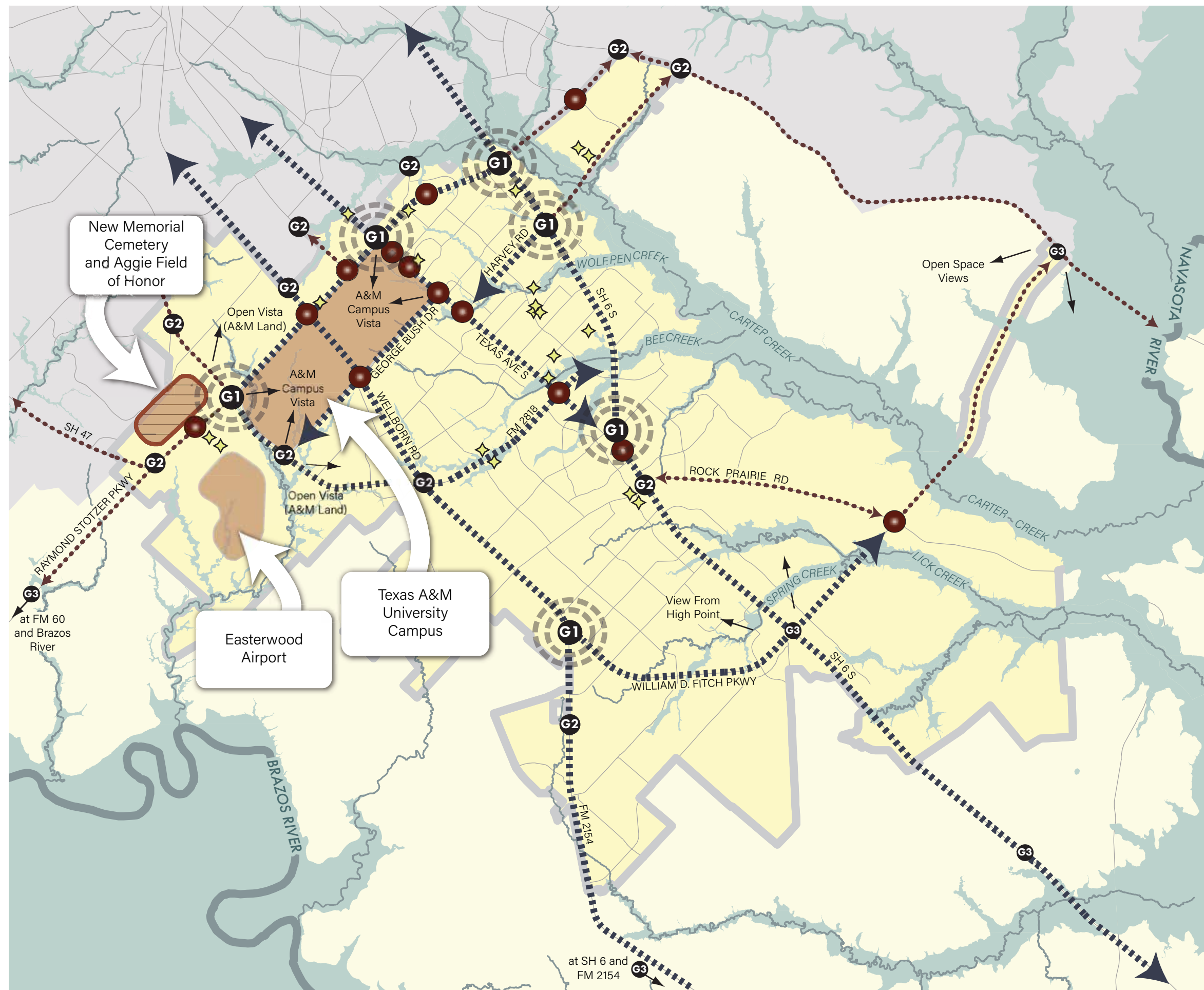
**Primary Arrival Gateways** are locations where the most substantial enhancements should be installed. These may include significant monument signage, substantial areas of landscaping and tree planting, fountains, lighted icons, and large-scale art. Examples of appropriate locations for such enhancements are the intersection of Texas Avenue and State Highway 6, the University Drive/Raymond Stotzer Parkway (FM 60) interchange with Harvey Mitchell Parkway (FM 2818), and the intersection of Texas Avenue and University Drive (FM 60).













For these gateways to succeed, it is essential that common elements be used throughout each of the three levels. Further, enhancements should be focused and sized properly to have the intended impact. Enhancements dispersed over a wide area, lacking common elements, and sized inappropriately will have less of an impact and will miss a critical opportunity to reinforce the character and identity of College Station.





## Community Assets & Image Corridors



-  KEY IMAGE / DESIGN INTERSECTION
-  PRIMARY ARRIVAL GATEWAY
-  SECONDARY WELCOMING GATEWAY
-  EARLY IMAGE-SETTING GATEWAY
-  PUBLIC ART LOCATION
-  PRIMARY IMAGE CORRIDOR
-  SECONDARY IMAGE CORRIDOR
-  FLOODPLAIN
-  EXISTING UNIQUE COMMUNITY ASSET AREA
-  EMERGING / POTENTIAL UNIQUE COMMUNITY ASSET AREA
-  CITY LIMITS
-  5 MILE EXTRATERRITORIAL JURISDICTION (ETJ)

## *Strategic & Ongoing Actions*

The actions listed below designed to achieve the City's goal of vibrant and distinct districts, attractive neighborhoods, revitalized gateways and corridors, and conserved natural areas, grounded in environmental stewardship and resiliency.

### STRATEGIC ACTIONS

- 2.1 Review and undertake amendments to the Unified Development Ordinance's zoning districts.** Consider amendments necessary to implement the Future Land Use & Character categories and definitions.
- 2.2 Prioritize and undertake detailed plans for priority neighborhoods, districts, corridors, or redevelopment areas.** The City should commit to proactively planning for a limited set of target areas, as specified in [Map 2.1, Planning Areas](#).
- 2.3 Creative incentives and programs to revitalize existing areas and established neighborhoods.** This could include façade or landscaping improvement programs or rehabilitation initiatives. New programs should align with and complement existing City efforts through the Neighborhood Partnership Program, Neighborhood Grant Program, and proposed property maintenance programming.
- 2.4 Evaluate existing policies and create incentives for low impact and sustainable development.** Encourage policies and regulations that incentivize sustainable practices such as energy reduction, renewable energy, water conservation, protection of natural resources, use of native and adapted vegetation, adaptive reuse, waste minimization, and stormwater management.
- 2.5 Pursue feasibility of a tree preservation and/or tree planting incentive program.** This could involve regulatory changes, incentives to preserve existing trees (especially large canopy trees) in new development and redevelopment projects, requiring replacement of trees that are destroyed or removed, proactive efforts by the City such as planting trees and installing landscaping along major road corridors and gateways, or a program where the City or a partner agency provides trees at reduced cost.
- 2.6 Create additional incentives for conservation design and evaluate the effectiveness of cluster development standards in the Unified Development Ordinance.** Common incentives include density bonuses where a project may be permitted a greater total density in exchange for preservation of common open space areas.
- 2.7 Integrate parks, greenways, and community facilities within new neighborhoods.** Ensure that parks, greenways, and other types of open spaces are integrated into the design of new neighborhoods and that appropriate connections are made to existing facilities. Also consider opportunities and partnerships to locate civic uses (such as recreation centers, schools, libraries) within new neighborhoods or redevelopment areas.





## ONGOING ACTIONS AND POLICY DIRECTION

- 2.8 Evaluate and update development standards in the Unified Development Ordinance.** Evaluate the effectiveness of development standards such as mobility and connectivity, off-street parking, building form and design, landscaping and buffers, exterior lighting, or other applicable standards to achieve desired design form and quality.
- 2.9 Develop or refine incentives to promote high quality design.** Such incentives may include regulatory (flexible standards, density bonuses), procedural, cost-sharing agreements, and tax incentives, among others. Incentives could be targeted to specific geographies or types of development (such as mixed-use or commercial).
- 2.10 Encourage parking alternatives to support redevelopment opportunities.** Use regulatory or other incentives to encourage residential, commercial, and mixed development models in the City's targeted Redevelopment Areas that integrate structured parking, reduced parking requirements, or shared parking agreements to enable more productive use of the overall site in place of extensive surface parking.
- 2.11 Continue to initiate proactive zoning map updates.** Amend the zoning map in strategic areas to encourage transitions to the desired community character and help implement the Future Land Use & Character Map. Proactive zoning map changes may also encourage redevelopment in targeted areas.
- 2.12 Continue beautification programs.** Maintain and consider opportunities to expand beautification partnerships with Keep Brazos Beautiful and other organizations.



# 3 STRONG NEIGHBORHOODS

*As the basic building blocks of a city, neighborhoods are places to live, grow, and develop thriving communities. Strong neighborhoods are not just collections of dwelling places; they are also defined by community institutions like schools, parks, and places of worship, along with local streets and in some contexts, neighborhood businesses. In many ways, a community is only as strong and sustainable as its neighborhoods. These foundational building blocks contribute to a unique sense of place and community identity, with residents contributing to partnerships, leadership, and civic involvement. An array of vibrant and desirable neighborhoods will help sustain a City that empowers all residents to belong and thrive.*





## *Goal*

Viable and attractive neighborhoods that maintain long-term neighborhood integrity while collectively providing a wide range of housing options and other services for a diverse population.

## *Purpose*

The purpose of this chapter is to provide the strategies and actions that encourage attractive, livable neighborhoods that meet the City's housing needs. Issues such as housing affordability, compatibility with adjacent land uses, property maintenance, neighborhood traffic, rental housing, and historic preservation impact the quality and stability of neighborhoods. The intent is the continued viability and long-term protection of College Station's residential neighborhoods.

This chapter discusses existing conditions within neighborhoods and outlines major planning considerations and policy guidance. This is followed by strategic action items for implementation.

## *Overview*

The desire for strong neighborhoods that meet housing demand while maintaining affordable options and contributing to quality of life has been in the forefront of community debate since College Station's founding. The need to provide infrastructure to off-campus neighborhoods served as one of the primary reasons for the incorporation of College Station in 1938. More than eighty years later, the City continues to balance its role as the home of Texas A&M University, one of the largest public universities in the nation, with the need to provide excellent services to all residents who make College Station their home.

With on-campus housing available for only 11,366 of its 71,109 students<sup>1</sup>, the majority of students live off-campus in apartments and other rental properties including multi-family, condominium, townhome, and single-family residences. This integration of the student population with the permanent population creates a unique community where school spirit is apparent in almost all

<sup>1</sup>TAMU Department of Residence Life and TAMU Accountability

facets of daily life. On occasion, lifestyle differences between student households and long-term resident households can cause tension in neighborhoods. Issues related to noise, property maintenance, and parking are increasingly prevalent as market influences make purchasing homes for conversion to rental or investment property more attractive. The City encourages compatible infill and redevelopment opportunities that increase housing availability near the campus core while preserving the identity and character of existing neighborhoods.

As residential construction continues, College Station must consider the long-term viability of its newest neighborhoods and how they fit into the community fabric. Neighborhoods should capitalize on what sets them apart from other neighborhoods, while creating a seamless transition between different housing types and adjacent land uses. Building community and neighborhood integrity includes building strong neighborhood organizations. Promoting homeowner and neighborhood associations is an important aspect of developing neighborhood integrity. These associations provide opportunities for localized decision making and community ownership that contribute to sustaining the attractiveness and marketability of neighborhoods.

## *Existing Conditions*

Early College Station neighborhoods developed around parks and schools, in proximity to major university entrances, and were bordered by commercial land uses on major thoroughfares. The formation of the area's early neighborhoods and housing also reflected the racial segregation patterns of the time. Specifically, the McCulloch Subdivision and Prairie View Heights are two historically African American neighborhoods. It is important to recognize these socio-spatial trends as they have had significant impacts on people, the community, and neighborhood development trajectories over time.

Outside the City's core, the majority of College Station's neighborhoods developed after 1970, due in large part to Texas A&M University opening admission to women and minorities in the late 1960s. These newer developments tend to be large, multi-phased subdivisions that take access from the City's thoroughfare system, with limited connectivity between subdivisions. These neighborhoods are primarily single-family detached housing developments. There is very little neighborhood-oriented commercial activity within walking distance and those proposed uses adjacent to established residential neighborhoods have been protested on many occasions by the residents.

According to the 2019 American Community Survey<sup>2</sup>, the City has 46,353 total housing units. Single-family detached and multi-family units account for 87.1% of the housing stock (43.9% and 42.3% respectively). The remaining 12.9% is distributed amongst single-family attached (6.5%), duplex (6.1%), mobile home (1%), and boat, RV, and van (0.1%). Furthermore, 25,151 (62.3%) of housing units within the City are renter-occupied and 15,206 (37.7%) are owner-occupied.



<sup>2</sup>U.S. Census Bureau, 2019 American Community Survey 5-Year Estimate



Housing costs in College Station are essentially identical to the national average. The median value for a house in College Station is \$241,600 whereas the median nationally is \$240,500.<sup>3</sup>

*Figure 3.1 - Housing Condition Definitions (from the Consolidated Plan)*

**Excellent:** Houses that have been built in the last five years. These houses were well maintained and did not obviously require any repairs.

**Conservable:** Houses that are currently maintained and in generally good repair. Any required work is minor and can be accomplished in one weekend. Improvements include painting and repair of screens.

**Substandard:** Houses that require significant repair. A substandard unit is one that needs additional repairs that are more than required in normal maintenance such as a damaged wall, plumbing problems, broken windows and overall general repairs

**Dilapidated:** Houses that do not provide safe or adequate shelter and endanger the health, safety, and wellbeing of the occupants. Repair costs could exceed 50% of the value of the house. Such units have one or more critical defects or a combination of a number of deficiencies to the extent as to require considerable repair or comprise inadequate construction. Defects, in addition to those listed above for substandard units, include: holes; open cracks; loose, rotten, or missing materials over large areas of the foundation, walls, or roof; sagging roof ridges, eaves, or out of plumb walls; extensive damage caused by fire, storm, flooding, termites, etc.

## HOUSING CONDITIONS

The City maintains robust data on housing conditions, having collected and compiled these data every five years since 1995. A set of definitions has been developed (see **Figure 3.1 Housing Condition Definitions**), categorizing the condition of housing units as excellent, conservable, substandard, or dilapidated.

*Figure 3.2 - Condition of Housing Units*

	2010*	2015	2020
Excellent	65.9%	77.0%	71.4%
Conservable	31.6%	22.6%	27.07%
Substandard	2.5%	0.3%	1.37%
Dilapidated	0.1%	0.1%	0.19%

*\*Includes only single-family and duplex units*

As seen in **Figure 3.2 Condition of Housing Units**, the percentage of housing units in excellent condition increased between 2010 and 2015, reflecting a surge in new construction and renovations. Units in excellent condition then decreased by 5.6 percentage points from 2015 to 2020, corresponding to about a 4.5 percentage point increase in conservable units, a 1.1 percentage point increase in substandard units, and a 0.1 percentage point increase in dilapidated units. It should be mentioned that the 2010 percentages applied to only single-family and duplex units while the 2015 and 2020 percentages also incorporated multi-family units.

The housing conditions trends highlight the need for a continued and enhanced focus on property maintenance programs and upkeep. The data suggest that this need is likely especially relevant for multi-family properties. Additionally, care should

be taken to promote quality housing conditions in low - and moderate - income neighborhoods. While recent housing conditions data do not differentiate between neighborhood income categories, a 2005 survey by Texas A&M students revealed that 81% of substandard and dilapidated units were found in low - and moderate-income neighborhoods, which comprised only 17% of the City's homes at that time.

<sup>3</sup>U.S. Census Bureau, 2019 American Community Survey 5-Year Estimate

## AGE OF HOUSING STOCK

Housing quality can often be tied to the age of the housing stock. As can be expected of an 80-year-old city, the housing stock is also relatively young; only 24% of the housing stock is more than 40 years old compared to 29.1% in Brazos County and 38.9% in Texas.<sup>4</sup> The majority of homes in College Station were built after 1990.

In light of this, the housing stock in College Station is in moderate to good condition. Areas in close proximity to the university with large concentrations of rental properties are facing more rapid deterioration than other areas of town. As housing begins to age in College Station, the City could see a greater rate of demolition and redevelopment in its core. Policies and practices that encourage harmonious redevelopment and infill opportunities will become increasingly important to maintain the character of existing neighborhoods while meeting housing demand.

## RENTAL MARKET

Over the years the local housing market has seen increased demand for new housing and a significant conversion of existing single-family homes to rental housing. From 2010 to 2020, the percentage of renter-occupied units has fallen slightly from 65.2%<sup>5</sup> to 62.3%<sup>6</sup>, while still maintaining a majority of the market. Rental properties near the university are often priced using a rent-by-the-bedroom model, resulting in rental costs that are inflated compared to the remainder of the City. This can have negative ramifications for families and young professionals seeking rental housing near the university who find themselves priced out of the market. Increased rental costs along with increased demand have also driven up property values around the university.

Neighborhoods near the university are seeing a rapid transition from older owner-occupied units to newly constructed units tailored primarily to student renters. Older homes may be converted into larger structures either by adding bedrooms or subdividing large lots, enabling the demolition of older homes and construction of multiple units on properties that previously held one structure. These newly constructed units often have a similar look and are characteristically large, two-story homes with four or more bedrooms that each have their own attached bathroom. This style is often referred to as a “stealth dorm” and is marketed almost exclusively to student renters. The proliferation of stealth dorm development changes the existing character of older traditionally single-family neighborhoods. The increased demand for density near the campus core must be balanced with measures aimed at protecting the character of existing neighborhoods.



<sup>4</sup>U.S. Census Bureau, 2019 American Community Survey 5-Year Estimate

<sup>5</sup>U.S. Census Bureau, 2010 American Community Survey 5-Year Estimate

<sup>6</sup>U.S. Census Bureau, 2019 American Community Survey 5-Year Estimate

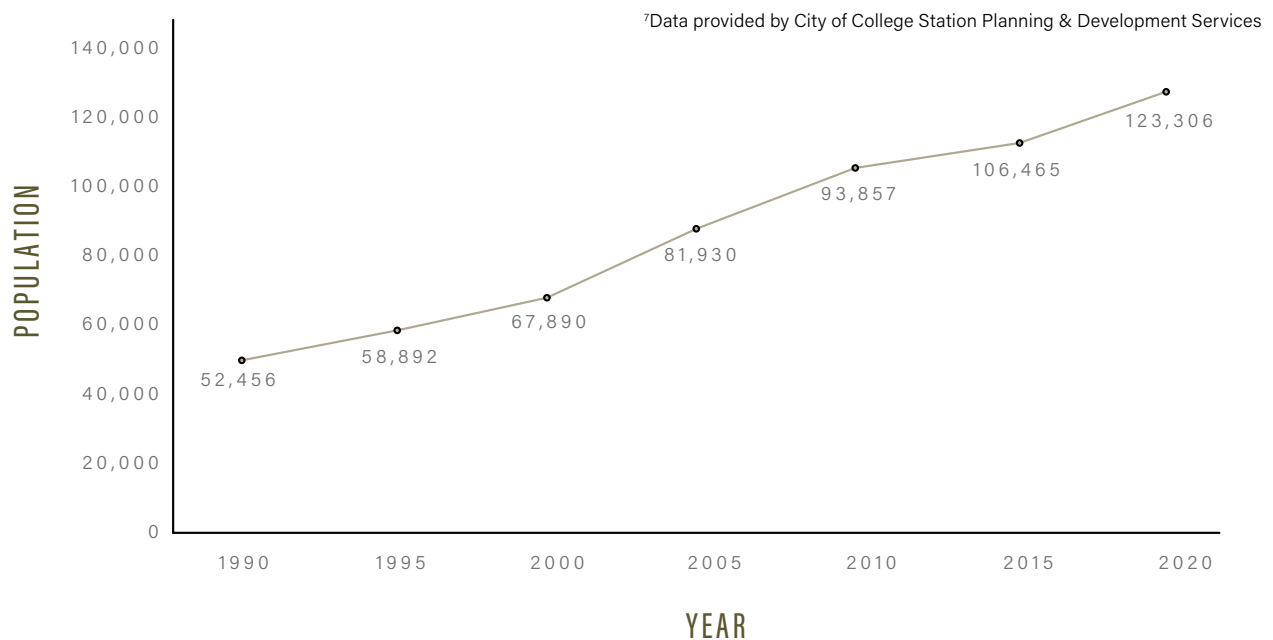


## AFFORDABLE HOUSING

Since 1990, the City of College Station has more than doubled its population, thus increasing demand on the available housing stock and necessitating rapid construction of new neighborhoods. These factors have affected the median house price in the City (See [Figure 3.3 for Population Growth](#)). The City's population growth is closely tied with the growth of Texas A&M University as it adds approximately one thousand new students annually.

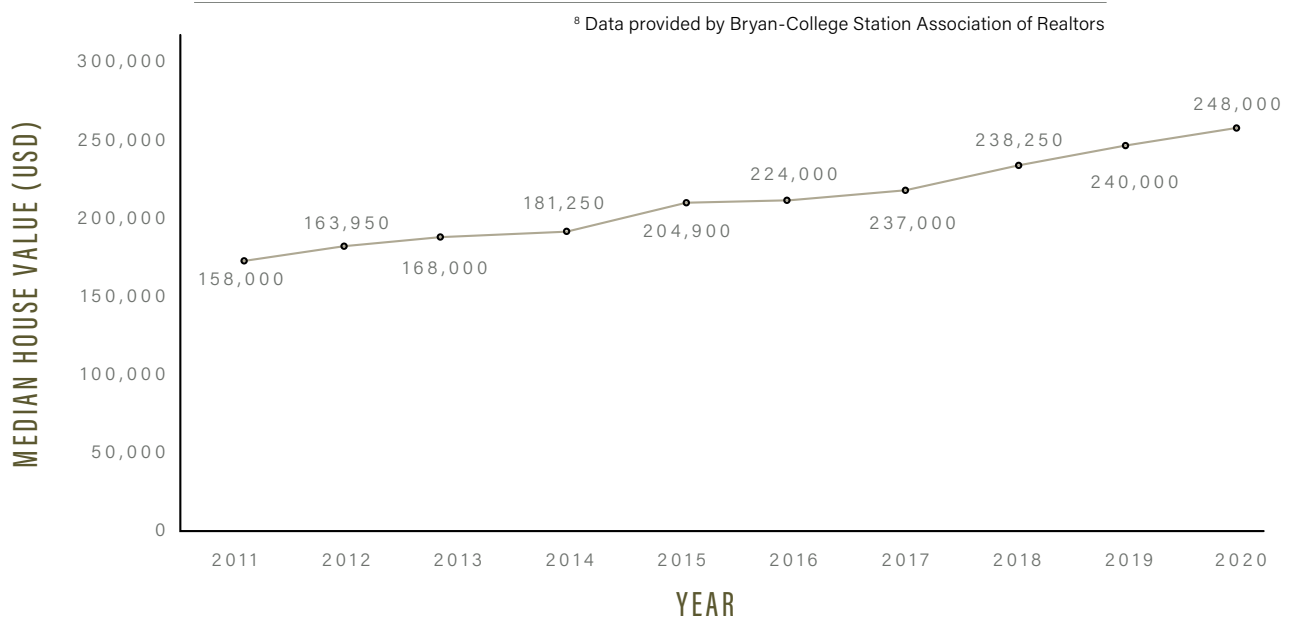
As a result of the high demand for student accommodations near the university, housing prices have continued to rise over the last decade (See [Figure 3.4 for Median Housing Prices](#)). As house prices grow, citizens who are unable to keep up with the rapid increase in rental prices, house prices, or property

*Figure 3.3 - College Station Population Growth 1990-2020<sup>7</sup>*



\* The 2020 population projection is through April 1, 2020. Census 2020 results were not available at the time of the 10-Year update to this Comprehensive Plan

*Figure 3.4 - Median House Value Change 2011-2020<sup>8</sup>*

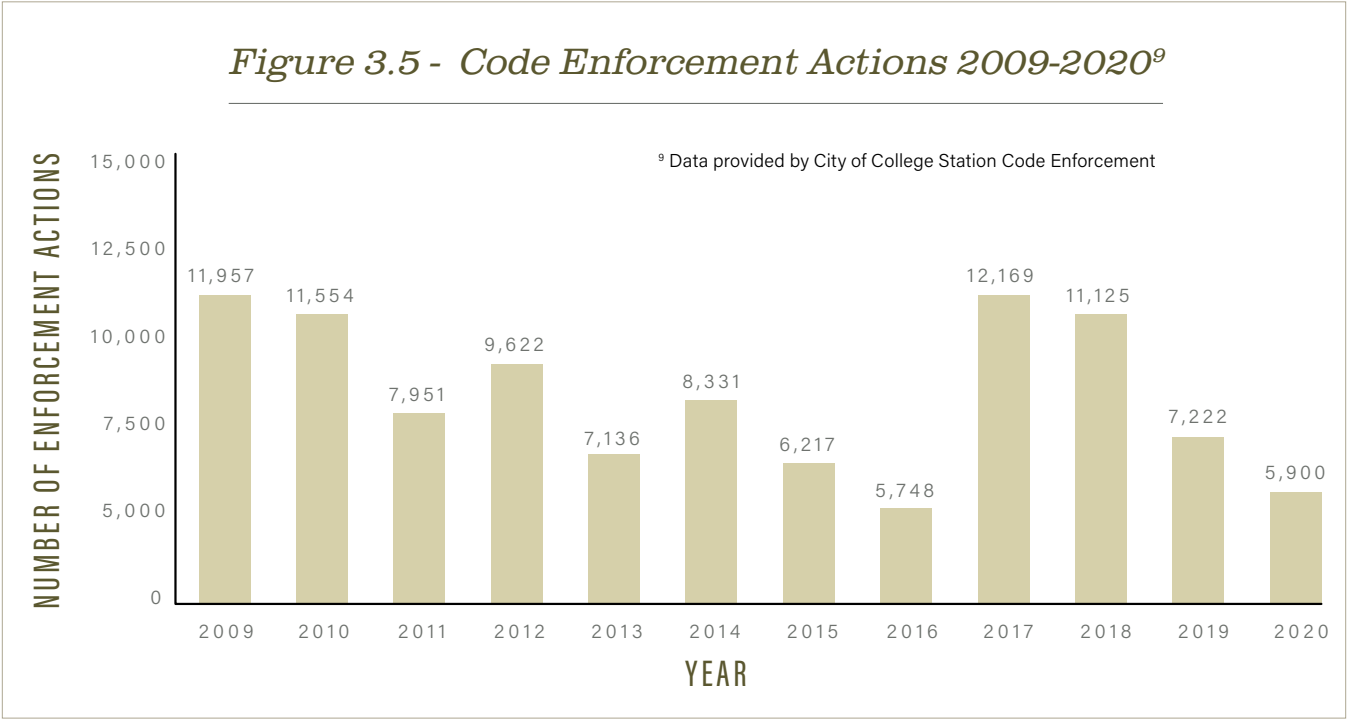


taxes may be forced away from the City core to less expensive areas. This is known as gentrification and is discussed in depth in following sections. There are many negative impacts of gentrification including displacing original occupants, changing the character of neighborhoods, intensifying displaced persons' reliance up on private vehicles and exacerbating their transportation costs due to increased distances and also increasing congestion. Programs and policies aimed at providing affordable and workforce housing, along with encouraging a mix of housing types for all demographics and lifestyles, will be essential to maintain viable and strong neighborhoods that serve all College Station citizens.

## CODE ENFORCEMENT AND NOISE VIOLATIONS

The City maintains an active Code Enforcement program that enforces ordinances, investigates violations, and addresses nuisance issues such as junked vehicles, trash, tall grass, and property maintenance. Since 2009, nearly 105,000 enforcement actions have been processed across the City. The Code Enforcement team proactively educates citizens on code requirements and takes an education-first approach to enforcement actions.

The City's Police Department is tasked with enforcing noise ordinances, averaging 1,800 noise complaint calls made to the Police Department each year. Noise complaints peak every fall during football season then level off through the spring semester. While a majority of calls occur around the core of the City, noise concerns can be found throughout College Station.



## Planning Considerations

Through public input and conversations with citizens, the City has identified several issues facing the community in promoting attractive and livable neighborhoods. At the forefront is the community relationship with Texas A&M University and the rental market centered around student housing. Affordable housing options, infill and adjacent land uses, neighborhood traffic management, parks and greenways, and neighborhood planning were also considered important.



## EXISTING REGULATIONS

The City has a variety of existing regulations aimed at preserving neighborhood integrity. Some examples include single-family height protections, buffering and landscaping requirements for commercial and multi-family properties, neighborhood-compatible commercial design standards, residential driveway and parking design standards, lighting standards, impervious coverage maximums and stormwater management requirements, traffic mitigation strategies for larger multi-family and commercial projects, and parkland dedication requirements to foster the development of parks within neighborhoods. Additionally, various single-family overlay zoning districts have been created to help mitigate the issues associated with tear-downs in established neighborhoods. These include the Neighborhood Conservation Overlay, the Restricted Occupancy Overlay, and the Historic Preservation Overlay.

The City has adopted the Family of International Codes, as amended and updated, which includes the International Building Code, a Property Maintenance Code, a Residential Code, and an Energy Conservation Code amongst others. These ordinances cover the minimum maintenance standards expected in the City and set out the standards for new construction for residential homes.

In 2009, the City began requiring the registration of single-family and duplex rental properties. The purpose of the registration is to provide the City with a local point of contact for rental residences in case of an emergency where properties, tenants, or nearby neighborhoods could be impacted. Furthermore, the Rental Registration Program serves as a means of contact for the City in case property owners need to be contacted regarding ordinances, laws, or issues that could potentially affect their properties. The City also adopted regulations detailing host responsibilities for parties held in residential areas holding both the property owner and any other residents of the property responsible for noise, sanitation, and parking violations.

## THE TOWN/GOWN RELATIONSHIP

As the cornerstone of the community, Texas A&M University significantly contributes to community identity. With capacity for approximately one-sixth<sup>10</sup> of the 65,684 students<sup>11</sup> living in on-campus housing, demand for student-oriented housing will continue to be a significant factor within the City. While many reside in apartment complexes, students also live throughout the community and in almost every neighborhood and housing type. Students contribute positively to College Station's character and quality of life in many ways. As a college town, the rapid growth of Texas A&M University is both a benefit and a challenge that places strain on existing neighborhoods near the campus. Finding the appropriate balance between student-oriented housing and established neighborhoods is key.

It is vital that the City and Texas A&M University collaborate to proactively address issues caused by the rapid growth of the university and potential for change within neighborhoods. Actions such as community discussions and educational campaigns serve to raise awareness about ordinances, promote healthy relationships between all community members,



<sup>10</sup>Data provided by TAMU Department of Residential life

<sup>11</sup>Data provided by TAMU Student Demographics Accountability Dashboard

and emphasize the values of a being “good neighbor.” With the 10-Year update to this Comprehensive Plan a new chapter, **Chapter 9 Partnerships**, was created to emphasize the importance of the City’s collaboration with partners, and particularly the relationship with Texas A&M University.

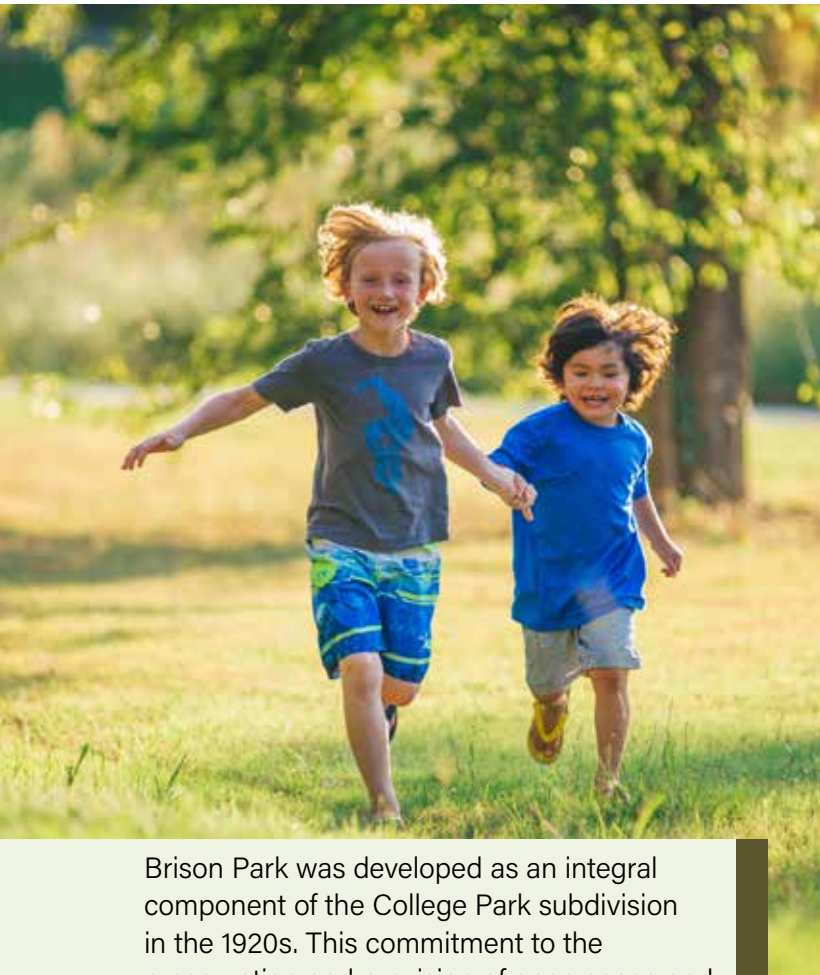
Conversations between the university, City, and citizens have sparked several policy debates over the years. Some notable outcomes of these debates include the Strong and Sustainable Neighborhoods Initiative in the winter of 2007-08, the Neighborhood Conservation Overlay district creation and updates in 2019-20, and most recently the adoption of a Restricted Occupancy Overlay in 2021. Neighborhoods, developers, investors, students, university administrators, and College Station staff have identified a number of issues related to the influx of renters into traditionally single-family neighborhoods:

- **Communication.** Effective communication is one of the central challenges in maintaining productive relationships between neighbors and between the City and local neighborhoods. While some neighborhoods have open communication with all, others have commented on problems engaging their renter population. The student rental market also poses significant challenges in building and sustaining neighborhood associations. Most renters within College Station are students – a transient population. It becomes difficult to implement long-term solutions and lasting organizations that serve a population that transitions every four to six years. Educational efforts must also be continuous as students cycle through Texas A&M University.
- **Property Maintenance.** Residents have expressed concerns about the perceived lack of maintenance of rental properties. This includes everything from routine repairs to maintaining landscaping. While there has not been an established correlation between the maintenance of rental properties and owner-occupied properties, property maintenance will continue to be a concern for all older neighborhoods as the housing stock ages. As the City has adopted the Family of International Codes and adopts updates as the code is amended, enforcement actions are taken when properties are identified as out of compliance with the maintenance standards within the Property Maintenance Code.
- **Noise and Parking.** The most often discussed challenges center around behavioral factors, including parking issues and noise that can be generated by parties and other social gatherings. While current ordinances restrict noise that can be heard beyond common property lines after 10 p.m., there is a perceived lack of enforcement by residents who make complaints. The College Station Police Department fielded 2,184 loud party calls in 2020<sup>12</sup>, with the majority during the fall semester. Additionally, parties can be accompanied by cars parked on lawns and blocking driveways, which limits access by emergency vehicles as well as availability of resident parking.
- **Sprawl.** Previous efforts by the City have tried to focus dense rental development catering to students in close proximity to the university. However, since most of these areas are built out, greenfield development, including multi-family and rental subdivisions, have moved further south, away from campus. As existing properties near the university age, the opportunity for redevelopment of student-oriented housing near the university increases. This will need to occur in appropriate areas and in a manner that is sensitive to the character of existing neighborhoods.

These issues are most apparent in areas close to the university, but examples are present across the entire City. Established neighborhoods often view the conversion to rental or investment homes as a threat to the integrity and identity of neighborhoods. However, this is a complex issue that calls for a balanced approach and working together creatively so that everyone can experience a sense of belonging in the community.

<sup>12</sup>Data provided by City of College Station Police Department





Brison Park was developed as an integral component of the College Park subdivision in the 1920s. This commitment to the preservation and provision of open space and parks is still alive in College Station today.

## NEIGHBORHOOD PARKS AND GREENWAYS

Neighborhood parks often serve as the center of interaction between neighbors. Parks and recreation services are vital to maintain community identity and increase quality of life. Providing active and passive recreational spaces, hiking, and educational spaces, College Station's nationally accredited and award-winning parks system is a vital centerpiece of the community. Moreover, public and private landscaping contributes to the attractiveness of neighborhoods, which is reflected in the City's efforts to requiring streetscaping on all City-constructed thoroughfares.

In addition to parks, the City offers greenways which provide much of the natural open space in and around the community. Directly related to flood control, greenways also provide for natural buffers between adjacent land uses and as means of connection between parks and the community. In regard to the opposition to developing in the floodplain around existing residential development, the **Bicycle, Pedestrian, and Greenways Master Plan** aims to promote ways to encourage connectivity of greenways and methods for the conservation and acquisition of those properties (see **Chapter 5: Desirable Amenities & Recreation**).

## NEIGHBORHOOD TRAFFIC MANAGEMENT

During the public input process, citizens also expressed concern regarding cut-through traffic within neighborhoods, on-street parking, and access to adequate bicycle facilities and pedestrian paths.

One of the biggest concerns is the location and role major thoroughfares have on neighborhoods. In older neighborhoods, thoroughfares are generally integrated in the street network. In more recent developments, thoroughfares are placed on subdivision edges, thus contributing to the canyon-like effect fences have on roadways. The increased use of cul-de-sacs and loop streets as well as the lack of sidewalk connection to commercial areas or to a larger sidewalk network discourage connectivity, which causes difficulties when distributing traffic volumes and providing alternative paths to major points of interest throughout the City. As a response, the Thoroughfare Plan and the City's Bicycle, Pedestrian, and Greenways Master Plan have been updated to provide context-sensitive street design and a more extensive and improved bike, pedway, and micromobility network (see **Chapter 6: Integrated Mobility**).

Greenways are linear open space corridors that follow natural features such as creeks and rivers and their floodplains or man-made features such as utility, road or rail corridors. Greenways are a resource that serve a variety of functions including but not limited to floodplain management, protection of open space and wildlife and plant habitats. Trails within a greenway can provide alternate transportation, recreation and health benefits. Greenway trails also create connections to parks, neighborhoods, workplaces, schools, cultural and historical areas and shopping centers.

## NEIGHBORHOOD PLANNING

The City of College Station coordinates services for neighborhoods through its Neighborhood Services Department and neighborhood planning efforts through the Planning and Development Services Department. Neighborhood Services focuses on maintaining collaborative partnerships between neighborhoods, community services, and the City. Programs such as the Neighborhood Partnership Program and Neighborhood Grant Program where the City provides financial support for projects within neighborhoods are some of the ways the City actively engages with its neighborhoods. Neighborhood Services also undertakes educational and outreach programming. Neighborhood Services focuses on promoting the development of neighborhood and homeowner associations and currently assists 85 registered associations.

The Planning and Development Services Department provides services such as land use and comprehensive planning, building regulations and inspections, and floodplain management to maintain orderly, prosperous, and efficient growth for the City. The department undertakes specialty planning efforts for smaller areas and neighborhoods and works collaboratively with residents to identify projects and programs within those small areas that contribute positively to neighborhood integrity, character, and quality of life.

Neighborhood-focused services should continue tracking community identity and character indicators to help identify neighborhoods in transition so that the City can allocate resources to specific areas of need.

Most importantly, the City should continually enhance its public engagement efforts through additional public education and outreach. Many of the issues that typically arise in the development process that frustrate neighborhoods happen because of a lack of communication and a lack of knowledge about the process. A comprehensive education and outreach program should be developed that provides opportunities to learn about neighborhood planning and the overall development process. The City should also look for ways to improve communication with neighborhood residents about proposed projects.

### *New Neighborhoods*

New development plays a key role in the changing character of the City. New residential neighborhoods have an impact on traffic patterns, property values, and quality of life. A number of College Station's most recently developed neighborhoods have been developed in southern College Station, placing additional stressors on the transportation network as residents commute throughout the City.

New residential subdivisions should be designed to fit within the existing fabric of the community and complement the natural environment. Sustainable neighborhoods should be developed with integrated parks







that are easily and safely reached on foot or bicycle and have identifiable borders and entries. Development policies should encourage the clustering of homes to reduce environmental impacts on sensitive areas like floodplains and provide for common areas of recreation and play that are easily accessible to residents. Context sensitive designs for thoroughfares should encourage buildings to face onto streets where practical and provide quality multi-modal transportation options to and through the neighborhood. Additionally, connectivity in and around neighborhoods should be encouraged to help disperse traffic rather than funnel it onto one or two major roads.

### *Historic Preservation*

The history and heritage of College Station is an important component of defining the City's identity and sense of place. The original neighborhoods of College Station have faced continual change since they were first developed primarily for professors, university staff, and supporting workers. In 1986, the City created the first Historic Preservation Committee. The committee works on various historic preservation initiatives and hosts monthly educational luncheons that explore College Station's history.

The City recognizes historic homes and buildings through its local Historic Marker Program, which recognizes property owners and provides educational benefits to the public. However, the historical marker status does not offer property protections or additional regulations. The City also created a Historic Preservation Overlay zoning district that is intended to provide for the protection and preservation of places and areas of historical, cultural, and architectural importance and significance. Additionally, Project HOLD – or Historic Online Library Database – allows citizens to learn about the history and heritage of the City of College Station. To date, the City does not have a comprehensive historic preservation plan. Such a planning effort could prioritize the City's preservation efforts, research the community's historic areas and properties, research and recognize how demography (particularly race and socioeconomic status) have impacted College Station's development, identify new areas to survey, and identify assistance and incentives for preservation or revitalization efforts.

### *Infill and Adjacent Land Uses*

Infill development offers the opportunity to mediate and enhance the identity of neighborhoods. These uses can be accessible to the neighborhood and developed to provide a seamless transition from residential to nonresidential uses. Small-scale office or neighborhood retail uses are appropriate directly adjacent

to neighborhoods if they are an integrated component of the neighborhood with adequate buffering and transition for noise, light, and parking intrusions where necessary. Mixed-residential and multi-family uses should also be designed as a component of the neighborhood instead of as islands of development with no relationship to adjacent single-family neighborhoods.

Adjacent land uses have an impact on neighborhood character and identity. Non-residential and multi-family properties can develop out of character and scale with adjacent single-family residences if not designed appropriately. Lighting, noise, and traffic are some of the issues that arise, as well as potential aesthetic issues of non-residential buildings adjacent to single-family homes. Buffering, architectural, lighting standards, and height protections are currently in place for nonresidential uses in the City. Neighborhoods also face intrusion from out-of-character single-family infill development. As College Station attracts more retirees and alumni back to the community and as property values increase, areas close to the university continue to feel pressures for redevelopment. Already, older homes in the Southside neighborhood are being torn down in favor of larger homes – some serving as sporting event weekend homes for alumni – changing the character and identity of that neighborhood. Moreover, neighborhoods near Texas A&M University are facing a rapid transition from owner-occupied units to renter-occupied units due to the university's significant increase in student enrollment. Stealth dorms are common in these neighborhoods where older properties are being converted into multi-bedroom units aimed at university students, thus altering the existing character of the neighborhood.



Gentrification is a process of redevelopment that results in the displacement of the original residents of a neighborhood due to increased property values. Gentrification occurs when homes and land are redeveloped in an existing neighborhood and cause a subsequent rise in adjacent property values that existing residents may not have the income to pay. Socio-economic shifts can result in changes in the original neighborhood's culture and character.

### *Affordable Housing*

As the City of College Station has nearly doubled its population in the last 20 years, mostly due to the rapid expansion of Texas A&M University, the need to offer affordable housing incentives is crucial to maintain steady and prosperous growth. The City has efforts focused on providing established and incoming residents with the tools to successfully combat the rising median home price.

With an increase in tear-downs, gentrification is occurring at faster rates than in previous decades. The City should evaluate the impact of single-lot redevelopment on existing residents – taking care to prevent and mitigate the displacement of permanent residents priced out of their neighborhoods as property values increase. This has become increasingly relevant in the core neighborhoods closest to the university as older housing stock



becomes the focus of rehabilitation and infill efforts. The City recognizes the importance of preserving the original character of neighborhoods of all backgrounds from gentrification threats such as inflated home prices and displacement of original occupants. As a response, the City will continue to improve on its efforts, programs, and incentives that provide better and increased affordable housing options, as well as further support to low - and moderate - income citizens with homeownership and rental assistance. Actions such as developmental standards used to reduce barriers for affordable housing types, pre-approved building plans, new incentives, density bonuses in appropriate areas, reduced parking requirements are strategies the City may use to mitigate increasing housing prices. These are issues of equitable, fair, and affordable housing, and the City is committed to ensuring options for safe, dignified, and financially attainable shelter for everyone in College Station.

The City offers the Leveraged Housing Development Program, which assists low - to middle - income residents with job opportunities, economic development, and affordable housing opportunities. Other programs include the Down Payment Program, Housing Minor Repair Program, Housing Rehabilitation Loan Program, Housing Reconstruction Loan Program, and Tenant-Based Rental Assistance Program. Moreover, the City works in partnership with organizations focused on providing affordable housing, such as the Brazos Valley Community Action Programs, Elder-Aid, Inc., and Habitat for Humanity.

## CONTEXTUAL NEIGHBORHOOD COMPATIBILITY STANDARDS - EXAMPLES FOR ACTION 3.1

Like many cities, College Station's Unified Development Ordinance contains standards that are intended to address the compatibility of development and redevelopment to maintain the integrity of neighborhoods, including some of the items included below. Types of compatibility standards include:

***Standards within neighborhoods.*** Consider contextual compatibility standards for some single-family residential zoning districts. These standards could include a rule that requires the lot area, setback, and height standards in the district be between a certain percent of the average setbacks, lot area, and height of the lots and development on the same block face, or within a certain distance of the site. Other types of standards could address student housing conversions by limiting on-site parking, or the location and size of accessory dwelling units, or limiting the size and scale of homes.

***Transitional areas.*** Consider standards that apply to new nonresidential development, mixed-use development, and intense, multi-family development above a certain density that is adjacent to, across the street from, or within a certain distance from attached and detached residences. Such standards include building frontage, building height, signage, lighting, parking, loading and access areas, among others.

*From the City of College Station's 10-Year Comprehensive Plan Evaluation & Appraisal Report*

## *Strategic & Ongoing Actions*

College Station residents have been clear in their desire to promote strong and sustainable neighborhoods. The actions listed below are aimed at implementing the goal of viable and attractive neighborhoods that maintain long-term neighborhood integrity while collectively providing a wide range of housing options for a diverse population. The actions include new strategic items as well as ongoing efforts undertaken by the City.

### STRATEGIC ACTIONS

- 3.1 Evaluate the effectiveness and refine neighborhood compatibility standards in the UDO.** Standards in the UDO should address both compatibility of infill and redevelopment within established neighborhoods and transitions between neighborhoods and more intense commercial or mixed-use development adjacent to a neighborhood.
- 3.2 Create a neighborhood planning toolkit.** Build upon Neighborhood Services efforts and establish a process for neighborhood organizations to undertake a City-supported project in their area, or to create City-supported projects and policies for their area.
- 3.3 Create and promote a housing maintenance educational program.** Create an education/promotional campaign to raise awareness of existing resources to maintain and enhance the existing housing stock including City grants and federal programs. Develop an educational program to assist residents in learning basic home maintenance and repair skills.
- 3.4 Expand affordable housing and workforce housing.** Continue to support efforts, programs, and incentives aimed at developing affordable housing stock and assisting low - and moderate - income citizens to secure affordable homeownership and/or rental opportunities. Potential actions may include regulatory provisions such as:
- Development standards that reduce barriers for affordable and diverse housing types.
  - Pre-approved building plans or pattern books for target locations.
  - Incentives such as density bonuses or more flexible standards, or
  - A workforce housing capital pool where a public entity establishes a fund that is used for various types of affordable housing initiatives
- 3.5 Develop a parking strategy for neighborhoods near the university.** Coordinate with Texas A&M University regarding university-related parking to prevent excessive on-street parking in areas adjacent to the university. Evaluate the feasibility of a program to address management of parking in adjacent neighborhoods.
- 3.6 Develop and refine data monitoring processes to analyze housing trends and define a strategic set of actions to address housing affordability, diversity, and gentrification.** Consider existing market data, best practices, and existing regulations and incentives.





- 3.7 Continue to track neighborhood change.** Continue maintaining an inventory of community development trends and housing conditions by block or neighborhood in areas with a high propensity for change to identify potential areas at risk of decline and to combat displacement of existing residents. Existing data on demolitions, building permits, or occupancy could also be compiled and reviewed on a regular basis.
- 3.8 Evaluate relevancy of neighborhood and small area plans that are beyond their planning horizon.** Develop a process to either retire or update plans.

## ONGOING ACTIONS AND POLICY DIRECTION

- 3.9 Continue partnering with local nonprofit organizations and area partners to support affordable housing options.** Continue partnerships with organizations such as the Brazos County Home Repair Coalition, Bryan/College Station Habitat for Humanity, Brazos Valley Community Action Programs, Elder Aid, Brazos County Council of Governments, and housing tax credit developers.
- 3.10 Continue outreach and educational efforts to support existing and encourage new neighborhood organizations.** Continue Neighborhood Services initiatives such as Seminar Suppers, Neighborhood Newsletters, and training programs.
- 3.11 Continue to fund the Neighborhood Grant Program.** Continue to fund and expand the Neighborhood Grant Program for neighborhood activities such as gateways, landscaping, and other permit application fees.
- 3.12 Continue to encourage neighborhood meetings for certain development applications.** This provides a forum for applicants and neighbors to resolve conflicts in an informal setting before an application is submitted or prior to formal consideration of the item.
- 3.13 Maintain property maintenance enforcement efforts.** Maintain enforcement resources to ensure that minimum property standards are being upheld. Utilize community development plans and current data to target and prioritize enforcement efforts, while being equitable to the needs of lower income or rental areas.
- 3.14 Evaluate the effectiveness of short-term rental regulations.** Periodically evaluate short-term rental regulations with respect to local data, national trends, and emerging technology, to support neighborhood integrity.
- 3.15 Evaluate and refine the rental registration program.** Periodically evaluate the rental registration program with respect to local data and trends to support neighborhood integrity.



## 4 A PROSPEROUS ECONOMY

*The Economic Development Master Plan was created to further implement the goals and strategies of the City's Comprehensive Plan. The master planning process offers the opportunity to focus on a single functional element – in this case, economic development – and develop detailed approaches to implementing the goals and objects contained in the Comprehensive Plan.*



## Goal

A diversified economy with a wide variety of competitive jobs and support for entrepreneurs that provides a tax base to support the City's ability to foster a high quality of life where economic prosperity is widespread.

## Economic Development Master Plan

As of the 2015 Comprehensive Plan Five-Year Evaluation & Appraisal report and plan update, Chapter 4 of the Comprehensive Plan was replaced by the **Economic Development Master Plan**, originally adopted by City Council in 2013 and updated in May 2020.

The intent of the master plan is to ensure future growth and development advances the City's economic development objectives. The plan establishes a strategic framework to attract high-end investment, support retail development and redevelopment opportunities, support and retain existing businesses, support expansion and relocation of corporate investment, destination, and hospitality activities, and to sustain and enhance community health, wellness, and a high quality of life. Specific actions are included to enhance and promote the Midtown Business Park, College Station Business Center, the Science Park/Providence Park, and the BioCorridor. The plan also focuses on enhancing awareness of College Station through improved marketing and recruitment efforts of major employers, retail and industry, and Aggie-owned and led businesses. Amplifying existing community assets such as the Wolf Pen Creek and Northgate districts and community events is also a priority. Please see the **Economic Development Master Plan** for full details.



The current **Economic Development Master Plan** was approved during the early months of the COVID-19 pandemic. The data and competitive positions discussed in the plan reflect pre-pandemic economic trends and projections. There is economic uncertainty as the pandemic unfolds and the City will monitor trends and modify economic development plans and responses accordingly.

Furthermore, the plan was approved just before City Council made the decision to move tourism efforts in-house, integrating tourism with economic development effective August 1, 2020. This move has placed a greater emphasis on collaboration with strategic partners like Texas A&M University, enhanced branding and marketing of College Station and its sports and leisure assets, and newfound ways to generate sales tax dollars from tourism within College Station.

With the 10-Year update to this Comprehensive Plan a new chapter, **Chapter 9: Partnerships**, was created to emphasize the importance of the City's collaboration with partners, and particularly the relationship with Texas A&M University.



## 5 ENGAGING SPACES

*Parks, greenways, and the arts play an integral role in improving quality of life for the residents of College Station. They foster social, environmental, economic, and health benefits by uniting families, building cultural diversity, promoting stewardship of natural resources, attracting businesses, and offering places for a healthy lifestyle. Parks and greenways create a sense of place and frame neighborhoods into unique spaces to be enjoyed and explored. Performing and fine arts provide opportunities for entertainment, education, and culture.*





The City of College Station offers its residents a wide variety of recreation and leisure experiences in locations across the community.

## *Goal*

Highly desirable parks, greenways, arts and cultural amenities that support high-quality experiences for residents and visitors.

## *Purpose*

When College Station residents were asked to rank enhancements that would make College Station a better place to live and work, more parks, greenways, and entertainment were among the top choices. Also ranking high were environmental protection, recreation facilities, addressing drainage and flooding concerns, and community image and appearance. Residents view parks, greenways, and the arts as necessities in College Station. These amenities improve the character and livability of a city and warrant a significant level of attention and commitment of resources. Planning and investing in these assets are expected and appreciated by current residents, business owners, and visitors.

The purpose of this chapter is to recognize and ensure the continued protection and enhancement of leisure, recreation, and cultural opportunities available to the residents of College Station through parks, greenways, and the arts. College Station enjoys a diverse and educated citizenry who support and celebrate this vital component of local quality of life. The City recognizes the value of the natural environment and its effects upon the physical and mental health of its citizens.

This chapter sets the framework for the City's parks and recreation system and greenways program. The City has two topic-specific planning efforts that delve into greater detail regarding the actions and measures needed to maintain and grow the City's parks and recreation system and greenways program. These are the **Recreation, Park, and Open Space Master Plan**, adopted in 2011 and undergoing a major update in 2021, and the **Bicycle, Pedestrian, and Greenways Master Plan**, adopted in 2010 and updated in 2018. The City of College Station offers its residents a wide variety of recreation and leisure experiences in locations across the community.

## Existing Conditions

The City of College Station strives to be a leader and innovator in parks and recreation facilities, greenways preservation, events, programs and cultural amenities.

The City's parks and greenways span almost 2,000 acres, as viewed in [Map 5.1, Parks and Greenways](#). City-owned greenway property has been transferred into the parks system in recent years to enhance its access and public awareness, increase its protection, and provide better connectivity between parks and greenways. While greenways can provide recreational and mobility purposes, this does not diminish the role that greenways play in floodplain and storm water management and conservation of the natural environment.

The parks and recreation system includes a variety of athletic fields and courts, pavilions, biking and walking trails, exercise stations, playgrounds, dog parks, senior centers, and swimming pools. Other facilities include an amphitheater and festival site, a skate park, a full-service recreation center, two cemeteries, a nature center, and an inventory of flat athletic fields and diamonds that routinely host state and national tournaments for a variety of sports. Programs range from aquatics and swim lessons, athletic leagues for all ages, and afterschool care to entertainment with the Starlight Music Series and educational classes.

## NEEDS ASSESSMENT

The City's goal is to achieve seven acres of parkland per 1,000 citizens. A combination of standards-based and resource-based approaches are used to assess the need for additional parks, recreation facilities, and greenways within College Station. The potential need for additional parkland acreage to satisfy current and future demands is determined by applying the recommended standards to the current and future population of the City.

In 2018, a comprehensive needs assessment was initiated by City staff, employing the firm of National Service Research. The purpose of the study was to provide guidance regarding park, recreation and open space to meet citizen needs and priorities. The key objectives selected were to identify frequency of park and recreation use, maintenance rating of parks and recreation facilities, recreation programs of interest, and park facility needs.

These approaches provide a comprehensive analysis for future additions to the parks and recreation system as well as the greenway system. The [Recreation, Park, and Open Space Master Plan](#) and the [Bicycle, Pedestrian and Greenways Master Plan](#) further detail the land, facility, and program needs that surfaced through planning processes and outline the practices City staff will employ to achieve these objectives.





Parks & Greenways



- PARKS
- GREENWAYS
- CEMETERIES

- |                                    |                                |
|------------------------------------|--------------------------------|
| 1 SUMMIT CROSSING                  | 33 SOUTHWEST                   |
| 2 CRESCENT POINTE                  | 34 GEORGIE K. FITCH            |
| 3 VETERANS PARK & ATHLETIC COMPLEX | 35 LONGMIRE                    |
| 4 UNIVERSITY                       | 36 SANDSTONE                   |
| 5 BILLIE MADELY                    | 37 STEEPLECHASE                |
| 6 NORTHGATE                        | 38 BARRACKS II                 |
| 7 FIRST DOWN                       | 39 BROTHERS POND               |
| 8 LIONS                            | 40 WOODCREEK                   |
| 9 EASTGATE                         | 41 JACK & DOROTHY MILLER       |
| 10 THOMAS                          | 42 BRIAN BACHMANN              |
| 11 PARKWAY                         | 43 EDELWEISS                   |
| 12 RICHARD CARTER                  | 44 MIDTOWN RESERVE             |
| 13 MERRY OAKS                      | 45 EDELWEISS GARTENS           |
| 14 BRISON                          | 46 CREEK VIEW                  |
| 15 OAKS                            | 47 HUNTINGTON TRAIL            |
| 16 WINDWOOD                        | 48 M.D. WHEELER PH 2           |
| 17 SMITH TRACT                     | 49 TEXAS INDEPENDENCE BALLPARK |
| 18 W.A. TARROW                     | 50 WOODLAND HILLS              |
| 19 LUTHER JONES                    | 51 SONOMA                      |
| 20 ANDERSON                        | 52 REATTA MEADOWS              |
| 21 WOLF PEN CREEK                  | 53 SOUTHERN OAKS               |
| 22 ART & MYRA BRIGHT               | 54 BRIDGEWOOD                  |
| 23 CARTER'S CROSSING               | 55 CASTLEROCK                  |
| 24 JOHN CROMPTON                   | 56 PHILLIPS                    |
| 25 SOUTHLAND                       | 57 WALLACE LAKE                |
| 26 GABBARD                         | 58 CASTLEGATE                  |
| 27 LEMONTREE                       | 59 PEBBLE CREEK                |
| 28 BEE CREEK                       | 60 LICK CREEK                  |
| 29 CY MILLER                       | 61 ETONBURY                    |
| 30 STEPHEN C. BEACHY CENTRAL       | 62 GREENS PRAIRIE RESERVE      |
| 31 HEADLAKE                        | 63 WILDWOOD                    |
| 32 EMERALD FOREST                  | 64 COVE OF NANTUCKET           |

## Planning Considerations

College Station's residents identified various issues and opportunities facing the community regarding parks, greenways, and the arts. The planning considerations highlighted in this section helped shape the action recommendations that follow.

Growth and changing demographic trends are important components in determining the development of parks, greenways, and the arts. College Station has a projected annual growth rate of 2.8% based on trends from 2010-2020 and is projected to increase to more than 162,500 residents by 2030.<sup>1</sup> An increasing population creates demand for an increased and diverse offering of programs, facilities, and open space to maintain current levels of service. Although school and college-aged residents will continue to make up a large portion of the population, residents of retirement age are the fastest growing demographic. This may present a need for more passive recreation opportunities in the future in a system currently geared towards more active recreation.



## MAINTAINING A PREMIER PARKS AND RECREATION SYSTEM

City staff have identified five pillars to approach the strategic and ongoing actions of the parks and recreation system in a goal-oriented, systematic fashion:

**Experience & Engagement:** Create a positive and memorable experience for all customers. Strive to involve and request input from all park and program participants. Create public awareness of all programs, facilities, and greenspace.

**Capital, Operational & Maintenance Funding:** Identify and establish desirable alternatives to fund all aspects of projects, operations, and maintenance.

**Natural Resource Management:** Protection of the wildlife, plants, water, and soil of an area, with a particular focus on quality of life and stewardship.

**Growth & Sustainability:** Employ and track the demographics and growth patterns of the City to maintain, secure, and develop desirable greenspace and facilities.

**Accessibility & Inclusion:** Inclusive and accessible design, affordable pricing and implementation of programs, activities and facilities that takes into consideration the diversity of the population.

The community must ensure College Station maintains and develops its parks and recreation system effectively to meet current and future needs. Considerations for the community include: (1) continued development of a balanced, convenient, and accessible park system, (2) quality park appearance and maintenance, and (3) coordination, collaboration, and adequate funding.



## *Balanced, Convenient, and Accessible Park System*

A successful parks and recreation system creates a balance of public open spaces and recreation opportunities across the community. All residents should have an equal opportunity to access parks and the facilities they offer to meet recreational and leisure needs.

A comprehensive parks and recreation system also offers a variety of parks, ranging in size and focus to satisfy diverse social and ecological needs. Greenways now fall under the umbrella of this system and provide linear connections with trails where appropriate. A variety of indoor and outdoor facilities and spaces, as well as an adequate assortment of activities and programs, should be provided to meet the individual and collective needs of all the residents of College Station.

## *Quality Park Appearance and Maintenance*

The condition and appearance of parks is an indicator of their value to the community. Collectively, parks and public open spaces can contribute to the aesthetics, natural beauty, property values, and sustainability of the City.

Facilities and programs such as the Fun for All Playground that focuses on providing interactive learning opportunities for all ability levels, the Lick Creek Nature Center educational programming, and the renovation and expansion of the Lincoln Recreation Center are just a few of the ways the City demonstrates its commitment to a well maintained, diverse parks system that positively contributes to citizens' quality of life. Moreover, the Parks & Recreation Department hosts seasonal events to better serve the community and partners with the Economic Development & Tourism Department to promote sports tourism as both an experience and an economic driver for the community.

## *Coordination, Collaboration, and Adequate Funding*

As the City continues to grow and develop, College Station will see an increased demand for parks and recreation facilities and programs. To meet this increasing demand, mechanisms that encourage joint acquisition, development, and funding of public spaces will help the City to stretch local resources for the development and redevelopment of its parks. City coordination and collaboration with agencies, such as Brazos County, the College Station Independent School District, the City of Bryan, Texas A&M University, developers, and other local agencies and organizations mutually benefit all interests because it eases the municipal tax burden related to parks and recreation demands and enhances the quality of parks and recreation facilities and programs.

Collaboration requires effective communication and coordination among stakeholders. Through agreements reached between public/semi-public agencies, as well as partnerships with the private sector, the parks and recreation system can benefit in the quality and quantity of facilities and programs it offers. Joint acquisition, construction, operation, and maintenance allow more efficient use of public resources while



ensuring that the system is well-coordinated and connected. Effectively leveraging State and Federal grants and private foundation funds is also important to developing and sustaining a parks and recreation system for the long term.

## ENHANCING THE GREENWAYS PROGRAM

The purpose of the Greenways Program is to establish a network of greenways or open space corridors throughout the community for conservation and to connect people and places through greenway trails for recreation and transportation. Considerations for the community include: (1) promoting the protection of land to maximize use and enjoyment and the natural resource stewardship through preservation, conservation and restoration, as well as (2) creating connections to key destinations with greenway trails.

Since the adoption of the first Greenways Master Plan by City Council in 1999, now incorporated into the **Bicycle, Pedestrian, and Greenways Master Plan**, College Station has made progress toward establishing a network of greenway corridors across the community. As ongoing urbanization alters the City's natural landscape and quality of life, it is important to continue developing the greenway system through acquisition and protection.

Greenways serve to protect linear open spaces that follow natural areas (e.g., rivers and streams and their floodplains) and man-made features (e.g., utility, road, or rail corridors). They should remain in their natural state except for the introduction of greenway trails that connect people with places, where appropriate. Priority greenways to be protected in College Station currently include the following creeks: Alum, Bee, Carter, Lick, Spring, Wolf Pen, their tributaries and floodplains, as well as the Gulf States Utility Easement.

Greenways provide functional, aesthetic, economic, and social benefits to the community. From a functional and aesthetic perspective, greenways provide for floodplain and stormwater management, water quality protection, as well as wildlife and aquatic habitat protection. From a social and economic perspective, greenways introduce trails in appropriate locations that provide alternative modes of transportation, recreation, increased real estate values to adjacent properties, and tourist revenue.





## *Connection of Parks, Schools, and Neighborhoods*

Greenway trails connect people and places by providing an alternative mode of transportation for bicyclists and pedestrians. These linear corridors create safe and convenient opportunities for regional connectivity between neighborhoods, parks, schools, transit stops, and a variety of key destinations. The benefits of the parks and recreation system are also enhanced as they become more readily accessible to residents through a connected network.

The City must balance the preservation of open space and the introduction of trails to minimize environmental impacts with the other functions of greenways including floodplain management, erosion control, stormwater management, and the protection of wildlife and plants. Crime prevention through environmental design and universal design should also be incorporated into the location and design of greenways trails to ensure safety and accessibility.



## *Natural Resource Stewardship through Conservation, Preservation, and Restoration*

There are a variety of open spaces throughout College Station, the Extraterritorial Jurisdiction (ETJ), and the City's public parks and greenways that encompass important natural resources worthy of environmental protection. Land along major rivers and streams such as the Brazos River, Carter Creek, and their floodplains, existing utility easements, drainage easements, and agricultural lands in the ETJ, offer opportunities for land stewardship through conservation, preservation, or restoration. As College Station continues to develop, protecting its valuable natural resources will be important in maintaining the aesthetic character and environmental quality of the community.

Restoring and protecting natural areas provides the benefits of outdoor recreation opportunities and general enjoyment for the community. Rivers, streams, and their riparian buffers serve as amenities which prevent flood damage, protect wildlife and plant habitat, recharge groundwater resources, provide for stormwater management, and improve water quality.

Better protection and use of natural areas in and around College Station may be achieved by adopting sound environmental conservation practices and responsible land development practices. These natural areas should be incorporated into developments as natural amenities to help sustain their function as an environmental resource. Doing so requires policies that balance development and natural resource protection.

## ARTS, CULTURE, AND OTHER LEISURE ACTIVITIES

As the home of Texas A&M University and a growing, vibrant community, College Station increasingly desires to promote a range of activities to enliven its residents' leisure time. This includes unique and integrated opportunities for entertainment, education, and culture. Such amenities clearly boost a community's livability and make it more attractive to current and potential new residents, retirees, and businesses.

The City recognizes the need for leisure activities and provides an ample variety of opportunities ranging from soccer fields to aquatic recreation opportunities to youth educational programming. Furthermore, the City provides sports leagues and instructional classes to all ages and abilities. Finally, the network of parks throughout the City offers great views and endless opportunities to explore nature.

### *The City's Role in the Arts*

In taking a direct role as both a promoter and purveyor of leisure time pursuits, the City recognizes the range of interests and abilities that are found across the community. With limited funds and staffing, both within municipal government and among its various private and nonprofit partners, the City faces the challenge of being responsive to diverse wants and needs while attempting to focus on core offerings so that high quality facilities and/or services can be provided and maintained over time. The City also plays a role in more passive aspects, such as providing support for public art installations which make a statement about the community and enhance its image at gateway locations, along key corridors, and within parks and greenways. The City supports nonprofit organizations that seek to increase the quantity of and access to public art. A wide array of existing public art is available throughout the City, including sculptures, fiber art, theater and performing arts, and literature and poetry. More than 60 regional nonprofit arts, culture, and heritage affiliate organizations are represented by the Arts Council of the Brazos Valley.





## *Strategic & Ongoing Actions*

Based on the considerations above and balancing input from the 2018 Needs Assessment, Council strategic initiatives, the Parks & Recreation Advisory Board, and the Bicycle, Pedestrian, and Greenways Advisory Board the actions below aim to implement the goal of highly desirable parks, greenways, and arts and cultural amenities that support high-quality experiences for residents and visitors. The actions include new, strategic items as well as ongoing efforts undertaken by the City.

The **Recreation, Park, and Open Space Master Plan** and the **Bicycle, Pedestrian, and Greenways Master Plan** further detail the land, facility, and program needs of the parks and recreation and greenways systems.

### STRATEGIC ACTIONS

- 5.1 Continue to support, promote, and operate major arts, entertainment, sporting, and cultural destinations.** Utilize digital platforms and coordinate with the Economic Development & Tourism Department to promote cultural and entertainment offerings. Promote the multi-purpose mission of the Wolf Pen Creek and Northgate Districts as live music destinations and areas to live, work, and play.
- 5.2 Maintain and expand community-based greenway and open space preservation programs.** Through the Adopt-a-Greenway and parks volunteer programs, continue involving neighborhood and community groups in preservation and maintenance programs.
- 5.3 Continue to expand outreach about the parks and greenway system.** Enhance awareness and accessibility to programs and facilities through the City's website, publications, and media outlets.
- 5.4 Support a community-wide public art program.** Contribute to the expansion of a public art program in conjunction with the Arts Council of Brazos Valley, the City of Bryan, Texas A&M University, and the Texas Department of Transportation.
- 5.5 Continue leisure, health, and educational programming.** Continue the City's role in offering leisure, health, and educational activities to citizens of all ages through the City's Parks & Recreation department programming.
- 5.6 Identify and secure public and private funds for the acquisition of parks, greenways, and facilities.** Ensure adequate parkland and greenway provisions through the Parkland Dedication Ordinance, the Capital Improvements Program, annual budgets, City property acquisition programs, external dollars, foundations, and public-private partnerships. Explore opportunities for connections between developments, conservation easements, or additional provisions that require dedication of open space.
- 5.7 Continue inter-agency coordination and establish new public-private partnerships to provide additional amenities, funding, networking, and co-production opportunities.** Seek partnerships with other public agencies and public-private partnerships to provide recreational amenities, greenways, and services where mutually beneficial opportunities are available.

- 5.8 Evaluate, amend, and develop relevant ordinances to protect natural resources, habitats, and green-water infrastructure.** Consider amendments to the Parkland Dedication Ordinance and other ordinances to include provisions or incentives that encourage developers to design and build parks and greenway trails that preserve natural areas.
- 5.9 Investigate the feasibility of incorporating riparian buffer standards to preserve sensitive land along waterways.** Consider the feasibility of amending ordinances to better preserve potentially sensitive land along waterways to mitigate flood risks, protect water quality, and provide for parks and greenway opportunities.
- 5.10 Consider new and enhanced natural resource management strategies that promote environmental sustainability and stewardship and improve quality of life.** Consider the effect of urban heat islands on the City's residents, wildlife, and natural environment. Identify areas for enhanced stewardship practices such as "no mow zones," native or adaptive plantings, and pollinator areas to support wildlife and enhance biodiversity.
- 5.11 Invest in the redevelopment of existing parks.** Identify new improvements and continue upgrades and maintenance to existing park facilities, particularly neighborhood scale parks as detailed in the Recreation, Park, and Open Space Master Plan, neighborhood, or district plans.
- 5.12 Conduct community-wide parks and recreation needs assessments and pursue recommended improvements.** Evaluate facilities and programs provided by the Parks and Recreation Department through community surveys at least every five years. Pursue new programs, physical and operational improvements, and evaluate ongoing priorities to implement the needs assessment for park facilities and recreational programs.
- 5.13 Identify a land acquisition strategy and integrate additional greenspace.** Establish a platform to provide a required and desirable amount of land per citizen, as discussed within the planning considerations.
- 5.14 Create connections between key elements of the parks, recreation, greenways systems, and destinations.** As described in the Bicycle, Pedestrian, and Greenways Master Plan and the Recreation, Park, and Open Space Master Plan, prioritize opportunities to connect parks, greenways, community facilities, and other destinations.
- 5.15 Design and construct inclusive, accessible, and sustainable parks and greenway trails.** Consider all citizens' needs and provide a diverse range of facilities and amenities to accommodate a variety of experiences and ways of interacting with the world. Encourage developments that are oriented towards and designed for accessibility to parks and greenway trails.





## 6 INTEGRATED MOBILITY

*The economic vitality, character, and identity of College Station depend, in part, upon a well-connected mobility system. College Station strives to have a system that provides for multiple modes in the face of an increasing population and traffic demands. Residents seek a system that responds to this mobility challenge in an integrated and context sensitive manner. Facilities should accommodate pedestrians, bicyclists, transit users, and motorists, furthering the City's efforts to promote positive community character and identity for all who live, work, and visit College Station.*



By living in a growing university community, College Station residents have mobility options beyond the private vehicle, including designated bicycle facilities, an extensive sidewalk network, and local transit services.

## *Goal*

An innovative, safe, and well-connected, multi-modal mobility system serving all user types that is designed to support the surrounding land uses.

## *Purpose*

The purpose of this chapter is to guide the creation and implementation of an orderly, reliable, and integrated mobility system considering all user types. The challenges facing the existing system necessitate strategic thought about how College Station plans land uses and supports appropriate densities, designs infrastructure projects that are safer and well-connected, and makes the mobility system more equitable and user-friendly for all modes. Of particular emphasis is protecting vulnerable road users including pedestrians and micromobility users like bicyclists. It also requires consideration of the natural environment, livability, and character of surrounding neighborhoods through context sensitive design, and supporting transit. Additionally, as transportation trends and technologies continue to evolve, it is imperative that the community's mobility system is innovative and can adapt to changing needs and conditions.

This chapter gives an overview of existing conditions, planning considerations associated with the City's mobility needs and a discussion on design considerations. It also includes the **Thoroughfare Plan** (narrative and **Map 6.3**), which identifies the needs of the mobility system based on surrounding land uses and anticipated growth as well as serves as the foundation for the **Bicycle, Pedestrian, and Greenways Master Plan**. Finally, there is the identification of strategies and action recommendations that facilitate the development of an integrated mobility system.



## Existing Conditions

### THOROUGHFARE NETWORK

The thoroughfare network in College Station and its Extraterritorial Jurisdiction (ETJ) consists of more than 350 miles of existing streets. The **Thoroughfare Plan** develops a network of major streets made up of collectors, arterials, and freeways that include various levels of bicycle and pedestrian facilities. The Texas Department of Transportation (TxDOT) plans, constructs, and maintains the freeways and most arterial streets in collaboration with the City of College Station, with the remainder of streets constructed and maintained by the City and Brazos County. Many of the freeway and arterial streets have seen substantial increases in traffic volumes over recent decades, which has necessitated capital improvement projects. The City collaborates with TxDOT on capital improvements including roadway design and safety upgrades, pedestrian and bicycle improvements, and enhanced landscaping on roads managed by TxDOT.

Information and maps related to the street network including traffic volumes and levels of service are available at the end of this chapter.



### BICYCLE AND PEDESTRIAN NETWORK

The bicycle and pedestrian network is comprised of on-and off-street bicycle facilities, off-street shared-use paths, and sidewalks. Over the past several decades, the City has adopted a series of master plans addressing the needs of the community, most recently the **Bicycle, Pedestrian and Greenways Master Plan** adopted in 2010 and updated in 2018. This action-oriented plan has resulted in an expanded network through the addition of bicycle and pedestrian facilities on new and reconstructed streets, stand-alone projects on existing streets in older areas that when developed were not required to provide these facilities, and shared-use paths along the City's greenways (also known as greenway trails), streets, and utility corridors. Texas A&M University has a similar network, facilitating movements on campus and linking with the City's network at key intersections.

### TRANSIT

A variety of organizations provide transit service in College Station, with the primary providers being Texas A&M University and the Brazos Transit District. Texas A&M University operates a transit network on and off campus for students, faculty and staff that carries over 6 million riders per year. Brazos Transit District operates a transit network for the general public that includes fixed routes, ADA paratransit, and demand and response service. Additionally, the College Station Independent School District operates a large fleet of buses used to transport students to and from its schools.

### AVIATION

Easterwood Airport connects College Station to other metropolitan areas of Texas with connections to the nation. The airport is served by two commercial airlines and offers general aviation services.



## Planning Considerations

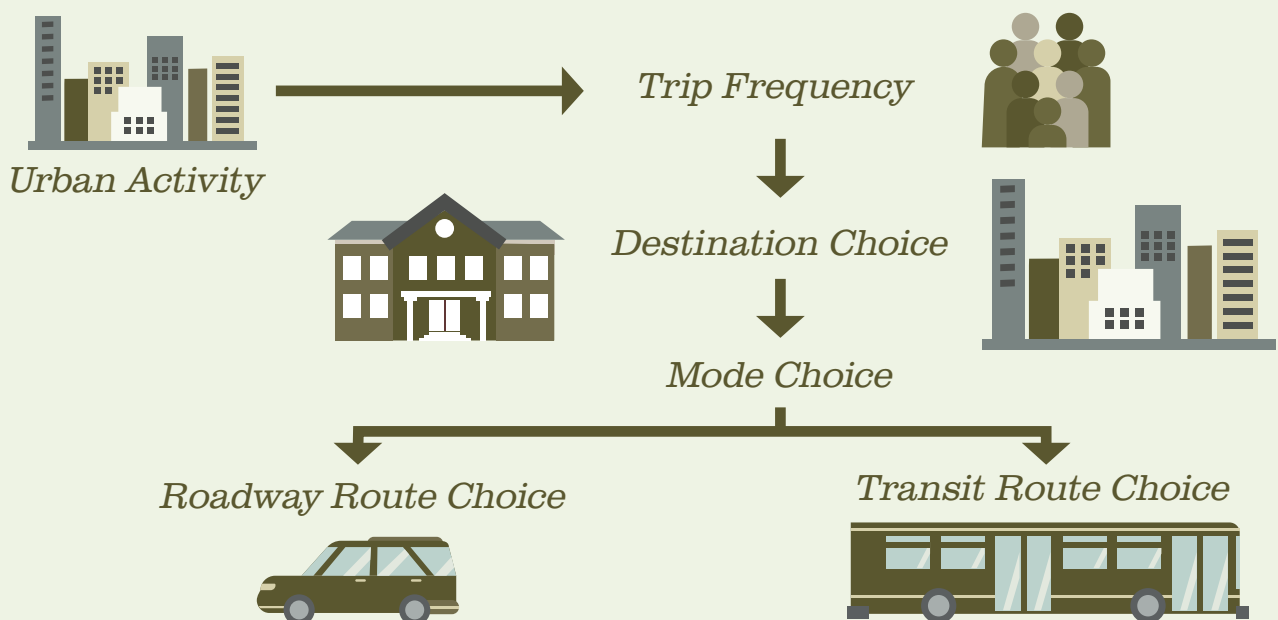
### INCREASED DEMAND

With the City's population projected to increase at a 2.8% annual growth rate to approximately 162,500 by 2030, the demand for a safe, reliable mobility system within the City will increase as well. An increase in demand creates additional traffic congestion and a degradation of levels of service for all modes. This presents an opportunity for the City to reinvigorate its mobility system by offering a wider range of quality mobility choices for residents and visitors. Providing a reliable mobility system moves not only people but goods and services that contribute to the economic vitality of the community.

Without significant investments in new and expanded streets, pedestrian and bicycle facilities, and transit, the estimated travel demand will result in undesirable traffic congestion in numerous locations around the community. However, simply increasing street capacity does not solve traffic congestion as motorists soon fill the additional street space, following an economic principle known as induced demand (in everyday terms, "if you build it, they will come"). Rather, emphasis must be placed on an increased share of existing and future resources that support other modes to meet the citizens' vision for a multi-modal system.

To be successful, a travel demand management program should be incorporated to optimize the mobility system by helping to reduce vehicular trips and increase walking, bicycling, and transit ridership. Other strategies include rideshare programs, flexible work schedules, and telework. A shift in mode choice from a personal vehicle to other modes, however, can be difficult, especially if it compromises convenience and will require a holistic and intentional approach through education, encouragement, and infrastructure improvements.

*Figure 6.1: Activities Analyzed by Travel Demand Model*



A travel demand model was prepared for this plan, in the manner depicted in **Figure 6.1, Activities Analyzed by Travel Demand Model**, using population projections and employment growth in coordination with the **Future Land Use & Character Map (Map 2.2)**. The model was used to aid in developing the **Thoroughfare Plan** and determining mobility needs. It was also used to refine the **Future Land Use & Character Map** and prioritize capital expenditures.



## BICYCLE AND PEDESTRIAN FACILITIES

Well-connected and accessible bicycle and pedestrian facilities, as part of an integrated multi-modal mobility system, not only aid in reducing vehicle miles traveled but enhance quality of life, improve physical and mental health, and protect the environment. A complete mobility system that considers bicyclists and pedestrians should be equitable and socially sustainable by addressing the needs of all ages and abilities and those who cannot drive or choose not to drive. It should be inviting, safe, and provide space for streetscape elements to calm traffic and provide a more comfortable user experience. While automobiles will undoubtedly continue to play an important role in the City's mobility system, expanding and enhancing the bicycle and pedestrian network is intended to shift some journeys away from personal vehicles.

It is also important for the City to remain cognizant of trends and best management practices that encourage bicycling and walking. The **Bicycle, Pedestrian, and Greenways Master Plan** places a focus on creating safe and comfortable spaces for bicycling with separated bike lanes that help ensure and encourage increased use. They include on-street bike facilities with a vertical barrier and street side (or off-street) bike facilities behind the curb and adjacent to the sidewalk with some separation. The City should continue to identify where these types of facilities can be implemented to further efforts to increase ridership.

The arrival of shared mobility has led to a term called micromobility. Micromobility refers to lightweight devices such as bicycles, scooters, skateboards, and hoverboards. They can be motorized, non-motorized, individually owned, or shared. In a community where personal autonomy is highly valued and intense summer heat often deters walking as a means of transportation, motorized micromobility has the potential to encourage increased use. In College Station, a variety of these vehicles are being used, primarily by students using personal devices and through Texas A&M University's bike share program to travel to and from campus. The increased use of these different devices has created the need to consider how they will be safely managed and how the space that was previously occupied solely by bicycles is designed and used.







## TRANSIT

Transit will need to play an increasing role in the City's mobility system to provide travel choices and minimize expenses in expanding street capacity. Brazos Transit District is implementing fixed bus stop locations in many areas of the community though routes that generally operate on an hourly basis and only during daytime hours on weekdays. The Texas A&M University transit service operates for longer hours including weekends and provides service more frequently on its routes, though it covers a smaller area where there is a higher concentration of students, faculty, and staff. While providing valuable services and some congestion relief today, the limited network of current transit service will not adequately meet future needs. Expansion of transit services will be necessary to connect all major activity centers within College Station, including major employers, dense residential areas, concentrations of student housing, and critical services such as grocery stores and medical facilities. In the planning of transit services, it is vital that consideration and access be prioritized for underserved populations and the general public.

When the U.S. Census determines the urbanized areas of the cities of Bryan and College Station cumulatively exceed a population of 200,000, the Bryan-College Station Metropolitan Planning Organization (MPO) will be designated as a Transportation Management Area (TMA). The TMA designation results in reductions in federal funding for transit that would need to be supplemented by local jurisdictions to maintain the same funding and service. Implications of changes in the level of funding support and potential changes to service offerings will need to be coordinated with other regional partners.



## EXISTING SYSTEM CONSTRAINTS

The ability to meet future mobility needs is in part constrained by the existing network of streets and the surrounding natural and built environment. Rights-of-way in the core of the City where system improvements would be most beneficial in addressing traffic congestion concerns and providing a complete multi-modal system frequently have widths less than current standards and are commonly encumbered with utilities, mature vegetation, and canopy trees. These constraints make projects in these areas less feasible and undesirable due to costs for acquisition of rights-of-way, improvements, and utility relocations as well as disruption to existing adjacent development.

With the constraints of the existing system, it is important to utilize it in the most efficient way possible to prioritize available space to be used by the most people and at most times of the day while being sensitive to the surrounding character and context. This can result in system corridors that are prioritized differently depending upon the mobility needs. For example, major thoroughfares may prioritize vehicles by including additional lanes or turn lanes while other thoroughfares may prioritize more complete bicycle and pedestrian facilities and not prioritize vehicles. In many instances, intersections are the main constraint in the mobility systems so prioritization of intersection improvements can provide tangible mobility benefits without having to disrupt the street corridor to the full extent along its entire length.

## RELATIONSHIP TO LAND USE PATTERN

A very close relationship exists between the mobility system and land use patterns. For example, high-volume six-lane streets, dominated by the personal vehicle, tend to attract uses such as big-box retail and large apartment complexes, while deterring other land uses such as walkable neighborhoods. In a similar manner, land uses arranged in a mixed-use, dense pattern can reduce the frequency and length of vehicular trips, and if designed properly, can promote walking, biking, and transit use, therefore reducing the demand placed on the street network. The **Future Land Use & Character Map** defines an approach to land use planning and design that, when combined with a context sensitive solutions approach, will strengthen the transportation-land use relationship in a positive manner.

*Context Sensitive Solutions (CSS)* is a different approach to the design and planning of mobility projects. It balances the competing needs of stakeholders early on in the decision-making process. It offers flexibility in the application of design, considers aesthetics, and results in facilities that are safe and effective for all users regardless of the mode of travel they choose.

## CONNECTIVITY

Poor street connectivity can degrade the overall efficiency of the mobility system as trips are funneled to fewer corridors. Development oriented around cul-de-sacs, as well as neighborhood opposition to street connectivity, has limited connectivity in the City. Connectivity is further limited where constrained by natural features such as floodplains.

Future mobility system effectiveness necessitates improved connectivity to facilitate multiple routes to move traffic to and from destinations. Otherwise, traffic congestion will increase and will increasingly push additional traffic through neighborhoods. Increased connectivity must be balanced with resource protection and neighborhood concerns. Connectivity with and to each of the travel modes is crucial to future accessibility and mobility. Context sensitive design and traffic calming measures are essential components of any effort at increased connectivity.

Arterials spaced as far as one-mile apart may carry the anticipated traffic but likely require six lanes, which may be inappropriate for many contexts and modes such as bicycling and walking. Closer spacing of arterials could carry the same volume of traffic, reduce the number of lanes necessary, and allow for multi-modal facilities such as bicycle facilities and wider sidewalks. Likewise, collectors spaced closer together result in shorter block lengths and promote greater pedestrian and bicycling activities. Local streets should connect as frequently as practical to the collector network to keep block lengths short and to promote connectivity throughout the system.

## TECHNOLOGICAL INNOVATION, PARKING, AND MOBILITY MANAGEMENT

The rapid pace at which technology and development trends change presents new possibilities for mobility and land planning. Consideration is needed for Mobility as a Service and home delivery providers, new development trends, and autonomous vehicles. Digital technologies evolve at an expeditious pace, and while it is outside the scope of this plan to anticipate the next big technological trend, it is worth noting how companies like Uber, Zipcar, and Amazon have disrupted the transportation and retail sectors and have become engrained in daily life. The convenience provided by these and other home delivery services offers an opportunity to consider approaches related to ride-hailing, ridesharing, shared-fleet services, and parking management. Transit and micromobility service offerings can be fragmented with information that can be difficult to find. A user-friendly web-based tool or app with comprehensive information could more clearly communicate available mobility options other than private vehicles. The consideration of parking requirements could free up developable land and allow space for circulation and pickup/drop-off zones within new developments. The development and deployment of autonomous vehicles also needs to be a consideration in the future planning horizon. Availability of shared autonomous vehicle fleets could prompt a decrease in persons owning a personal vehicle, alter parking supply needs, and result in changing demands on the mobility system.

## FUNDING

Adequate funding is necessary to construct, operate, and maintain a mobility system that is effective and safe. Various funding sources are available at the local, state, and federal level. At the local level, funds include bond programs, certificates of obligation, roadway maintenance fees, and general tax revenues. New development also constructs and dedicates a portion of street, bicycle, and pedestrian improvements as part of the development process along with contributing roadway impact fees and fee-in-lieu of sidewalk construction, as applicable.

At the state and federal level, funding is prioritized and programmed through regional partners such as the Bryan-College Station MPO, TxDOT, and the Brazos County Regional Mobility Authority (RMA). Some grant funding opportunities also exist through Community Development Block Grant funds and other state and federal programs.

The **Thoroughfare Plan** is intended to consider the ultimate development of the City and the street network needs. This can make it challenging to consider financial constraints as the need for most planned improvements depend upon the timing, location, and degree of demand generated by new development. In evaluating how to best maximize the use of existing funds, a recommended approach is to focus financial planning efforts by prioritizing the short and near-term needs.

## EXTRATERRITORIAL JURISDICTION

The **Thoroughfare Plan** includes a street network in the ETJ to ensure the reservation of adequate rights-of-way in a pattern that is dense enough to provide connectivity outside of the city limits. In 2019, the Texas



State Legislature limited the ability of cities to annex, essentially requiring consent by the residents and/or property owners within a potential annexation area. With limited opportunity for annexation, the City will need to continue utilizing other growth management tools such as development agreements and Municipal Utility Districts (MUDs) to provide services in the ETJ. The changes in annexation law inadvertently encourage a renewed focus upon infill and redevelopment within the existing city limits. Additional density within the City's core can help drive demand for and support the provision of transit and alternative transportation modes. However, areas in the ETJ must still be connected to the rest of the planning jurisdiction to provide for connectivity if development on the City's fringes or annexation does occur in the future.

## PLANNING HORIZON

Though full build-out of the City is beyond the planning horizon of this Comprehensive Plan, the plan's framework must consider the mobility needs of the community as it approaches build-out or the complete development of all developable land in the City. This foresight is necessary to ensure that actions taken within this planning timeframe do not preclude future options and offer more opportunities for future decision-makers. An example of this approach is ensuring that rights-of-way are reserved in the ETJ for a future street network, even though this capacity is not expected to be necessary within this planning timeframe.



More efficient and higher capacity streets, increased access management along heavily traveled corridors, increased reliance on bicycling, walking, and transit, and the emergence of dense mixed-use developments are just a few of the possible strategies to serve the build-out population. This plan must respond to this possible future by providing a high level of connectivity with and to each travel mode and ensure that rights-of-way are appropriate to accommodate future mobility needs. Access management employed where appropriate along with street designs that promote multi-modal solutions should also be considered along with an expansion into future services such as bus rapid transit, light rail, and land use designations that continue to encourage dense mixed-use development where and when appropriate.

## REGIONAL MOBILITY PARTNERS

The City of College Station is one of many entities that has a role in planning, funding, constructing, and operating mobility facilities. Other entities include the Bryan-College Station MPO, TxDOT, RMA, Brazos Valley Council of Governments (BVCOG), Brazos County, Brazos Transit District, Texas A&M University, and the College Station Independent School District. Coordination between these entities is vital to creating a well-connected system that supports the mobility needs of the region.

The MPO serves as a partner that coordinates regional transportation planning and manages federal transportation funding that comes to the region. They maintain the Metropolitan Transportation Plan and

the Transportation Improvement Program. The City has representation on the Policy Board, Technical Advisory Committee, and Active Transportation Advisory Panel.

TxDOT is responsible for planning, constructing, and maintaining most of the City's primary mobility corridors, including State Highway 6, University Drive (FM 60), George Bush Drive (FM 2347), Harvey Road (SH 30), William D. Fitch Parkway (SH 40), Harvey Mitchell Parkway (FM 2818), Wellborn Road (FM 2154), and Texas Avenue (BUS 6). They also partner with the City to enhance landscaping within state highway rights-of-way, provide funding for pedestrian and bicycle facilities, and other safety improvements.

The RMA is an independent governmental agency created by the State of Texas to provide the Brazos County community with a means of addressing safety and congestion through community consensus. They work with local jurisdictions and other regional partners to identify funding and help implement the future vision of transportation in Brazos County.

The BVCOG is also a regional partner who focuses on a variety of topics of importance to its members. They are involved in planning for and operating transit services for the elderly through the Area Agency on Aging.

## *Thoroughfare Plan*

The **Thoroughfare Plan** is based on the projected traffic demand resulting from the anticipated growth in population and employment and is guided by the proposed **Future Land Use & Character Map**. In the development of the **Thoroughfare Plan**, a travel demand model was used to project the increase in vehicle trips. This information was used to identify the needed function of the various transportation corridors such as an arterial or collector. This information also aided in identifying the location of new streets needed either for capacity enhancements or to provide connectivity, as well as the number of lanes needed for each of the streets in the system.

With the original planning efforts in 2009, three street network scenarios were developed based on results from the travel demand model. Each of these scenarios were tested against the community's goals and preferences identified in the development of this plan. This testing resulted in the selection of a preferred scenario that was adopted. While amendments to the Thoroughfare Plan have occurred since 2009, the approach identified with the preferred scenario remains applicable. Each scenario that was considered is briefly discussed below.

## **CURRENT-NETWORK OPTION**

This scenario focused future efforts on maintaining the streets and lanes currently in place, with the additional construction of new streets to serve private development. This scenario resulted in increased congestion and degradation of levels of service in some of the busiest areas though much of the network would likely continue to function at acceptable levels of service. This scenario could promote a greater reliance on transit and other modes of travel, though without the construction of additional facilities the success of these options was considered questionable. Though offering some advantages, this scenario was rejected due to the increase in unacceptable levels of congestion, which conflicted with the community's desire to manage and reduce congestion.

## **PROGRAMMED-PROJECT OPTION**

This scenario focused future efforts on expanding the capacity of existing streets, adding new streets, and increasing multi-modal facilities and options as was currently programmed. This scenario would result in the



construction of more than 130 lane miles in addition to the construction of local streets necessary to serve private development, several miles of off-street shared use paths, and continued maintenance of the existing transit system. It was anticipated this scenario would require more than \$200 million (in 2009 dollars) in public funds, as well as expenditures by development interests on streets serving private development.

This scenario accommodated the projected increase in vehicle miles. However, it also resulted in a slight increase in congestion and degradation of levels of service in specific areas along the network. This scenario depended on an increase in the use of alternative modes of travel. A modified version of this scenario was selected as the preferred scenario due to its fiscal practicality, its ability to support expansion of multi-modal opportunities, and its response to the community desire to manage and reduce congestion.

This option necessitates land use planning that promotes alternative modes of transportation and reduces the frequency and length of vehicular trips. Additionally, the selected option requires an increased investment in transit and enhancement of the **Thoroughfare Plan** in the ETJ to reserve rights-of-way for future needs and facilitates connectivity.

## CONGESTION-REDUCTION OPTION

This scenario focused future efforts on substantial expansion of street capacity and the construction of new streets. This scenario would result in the construction of more than 440 lane miles in addition to the construction of local streets necessary to serve private development, several miles of off-street shared use paths, and continued maintenance of the existing transit system. It was anticipated this scenario would require more than \$650 million (in 2009 dollars) in public funds, as well as expenditures by development interests on streets serving private development.



This scenario accommodated the projected increase in vehicle miles, with a decrease in congestion and maintenance or improvement in levels of service throughout the network. This scenario depended on an increase in the use of alternative modes of travel, though the general lack of congestion and abundance of six-lane streets would reduce the likelihood of this occurring. Though meeting the community's desire to reduce congestion, this option was rejected due to its high costs and incompatibility with other community goals and strategies.

## PREFERRED SCENARIO

A modified version of the Programmed-Project Option was selected as the preferred scenario based on its multi-modal cost-effective approach to managing increasing transportation demands balanced with other community goals and objectives. All new and expanded streets must meet the multi-modal objectives of this plan. Additional funding must be provided for improvements and expansion to the bicycle, pedestrian, and transit networks in the City. Finally, it is essential that all streets be designed to enhance their context.

## FUNCTIONAL CLASSIFICATION

Functional classification categorizes streets according to the category's traffic service function they are intended to provide. All streets are grouped into a class depending on the character of traffic and the degree of land access they allow. For the purposes of this plan streets are divided into six thoroughfare classes: freeway/expressway, major arterial (4-lane and 6-lane), minor arterial, major collector, and minor collector. Freeways/expressways are intended to carry the highest volumes of traffic for the longest distances with the least amount of direct access. Arterials carry a high volume of traffic and are intended to move traffic in, out, or around the City. Collectors carry a smaller volume of traffic and allow more access to abutting properties. Local or residential streets are not considered part of the **Thoroughfare Plan** as they are intended to carry low volumes of traffic at slow speeds for short distances and offer the highest level of access and connectivity. Functional classification identifies the necessary right-of-way width, number of lanes, and design speed for the thoroughfares. The **Thoroughfare Plan** and its anticipated performance are depicted in the following maps: **Map 6.1 - 2045 Number of Lanes**; **Map 6.2 - 2045 Traffic Volumes with Programmed Projects**; **Map 6.3 - Thoroughfare Plan - Functional Classification & Context Zones**; and **Map 6.4 - 2045 Future Levels of Service**.





## Design Considerations

### COMPLETE STREETS

Complete Streets are streets designed for everyone with safe access for bicyclists, pedestrians, transit users, and motorists of all ages and abilities. There is no single design for a Complete Street. Each one is unique and should relate to its surrounding community context, thus integrating with the context sensitive approach outlined below. In contrast, incomplete streets are designed with only automobiles in mind, making alternative transportation choices difficult, inconvenient, and often dangerous.

Complete Streets typically offer many of the benefits that are sought through traditional street design: increased capacity, decreased travel times, and enhanced safety. Typically, design targets increased street performance through the addition of vehicle travel lanes. As mentioned previously, adding lanes can induce demand and does not solve congestion issues on its own. With Complete Streets, street design might prioritize enhancing sidewalks or pedestrian crossings or repurposing on-street parking for another mode of travel such as bicycling. Every person who then chooses these other modes of travel is one less driver on city streets, which reduces congestion and extends the service life of streets.

### CONTEXT SENSITIVE SOLUTIONS

Context Sensitive Solutions (CSS) is taking the goal of Complete Streets and applying it to the process of determining street cross sections that are most appropriate during construction or reconstruction projects. CSS is a way of planning and building a mobility system that balances the many needs of diverse stakeholders. It also offers flexibility in the application of design, considers aesthetics and results in facilities that are safe and effective for all users regardless of the mode of travel they choose. These considerations include the context and character of development in an area, future goals for a corridor, and existing or future needs.

While an acceptable Complete Street may be achieved through the construction of a typical street section design, the CSS process should be used to determine if and to what degree the design may need to be changed to achieve the most appropriate section for a corridor.

All necessary information should be assembled to best guide the street design process. This information should include both traditional thoroughfare functionality as well as conditions of the surrounding environment. The **Thoroughfare Plan** should be referenced to identify the street functional class and the surrounding context zones. The identified context zones include Urban Core, General Urban, Suburban, and Rural and is represented in **Map 6.3 Thoroughfare Plan – Functional Classification & Context Zones**.

College Station has numerous tools to select an appropriate Complete Street design – a set of typical cross sections and a set of recommended context-sensitive cross sections. During new construction, reconstruction, or widening projects, it should be determined if the typical cross section is most appropriate to achieve the corridor's planned transportation goals. If other travel modes or design elements should be prioritized, then the most appropriate alternative context-sensitive cross sections should be selected.



In general, CSS focus on thoroughfares (arterials and collectors), which are the streets that play the most significant roles in the street network and offer the greatest multi-modal opportunities. Primary mobility routes or freeways, such as State Highway 6, are generally intended to move very high volumes of high-speed traffic through College Station, providing connections to the larger region. These streets should be the focus of their own unique planning and design process through CSS. Similarly, local or residential streets are generally not the focus of CSS, however, they should be designed to accommodate bicyclists and pedestrians and should be interconnected to one another and into the larger street network.

## PRIORITIZED MODE CORRIDORS

The existing mobility network has been constructed as the City has grown over time. Many of the network corridors have constrained right-of-way or narrower pavement widths that may limit the use of the standard cross section options. In particular, retrofit projects where bicycle and pedestrian elements are being introduced within existing developed areas may necessitate the development of unique design options. Ideal cross sections may be difficult to achieve that have the full provision of complete facilities for all modes due to funding constraints or resulting impacts on surrounding land uses. With these constraints, different network corridors should be prioritized for different modes. This approach allows a more limited but feasible mobility network to be created in the constrained environment to provide adequate accommodation for the various modes.

As mentioned, freeways and major arterial corridors are intended to move high volumes of high-speed traffic and provide regional connectivity. While it may be possible that these corridors be designed to handle bicyclists and pedestrians, in general they are designed to accommodate high volumes of vehicular traffic. These corridors also can carry transit vehicles though accommodating transit stops is more challenging. Alternative parallel routes should be identified to prioritize modes of travel that cannot be accommodated on adjacent corridors. Major Collector and Minor Collector corridors are intended to move lower volumes of vehicular traffic at lower speeds thus providing an opportunity to emphasize non-vehicular modes.

## INTERSECTIONS

The design and operation of intersections have significant impact on the mobility network and context sensitive design plays a critical role. Multi-modal systems require the safe movement of pedestrians, bicyclists, and motorists through intersections. Intersection design encompasses the intersection itself and the approaches to the intersection and may impact adjacent land uses. The Institute of Transportation Engineers has identified the following principles for the design and operation of intermodal intersections:

- Minimize conflicts between modes
- Accommodate all modes with the appropriate levels of service for pedestrians, bicyclists, transit, and motorists
- Avoid elimination of any travel modes due to intersection design
- Provide good driver and non-driver visibility
- Minimize pedestrian exposure to moving traffic
- Design for low speeds at critical pedestrian-vehicle conflict points
- Avoid extreme intersection angles and break up complex intersections with pedestrian refuge islands, and





- Ensure intersections are safe and fully accessible for all, with provisions for people of varying abilities and people with vision or hearing impairments

As a street network experiences more traffic congestion, intersections become the weak link or choke point in the mobility system and are the location of the greatest conflict points and safety concerns between different modes and users. In many instances, existing intersections have been designed to prioritize vehicles and have resulted in gaps for other, more vulnerable users at the locations of greatest conflict. Innovations in intersection design in recent decades have developed alternatives to the traditional intersection that offer options to enhance safety that can also maintain or increase street capacity. Some examples of these intersections include modern roundabouts, protected intersections for vulnerable street users, and cross-over intersections like the diverging diamond interchange and displaced left intersections. As mobility needs are assessed and prioritized, a greater emphasis should be placed on intersection improvements that remove gaps in the mobility system and appropriately accommodate all users within the given context.

## OTHER CONSIDERATIONS

In complete street and context sensitive design, several other design components must be considered that respond to creating an integrated mobility system. These include, but are not limited to design speed, access management along with the placement and design of crosswalks, bus stops, curb extensions, and pedestrian refuges. Guidance documents from the Institute of Transportation Engineers (ITE), American Association of State Highway and Transportation Officials (AASHTO), and National Association of City Transportation Officials (NACTO) should be consulted for the proper and safe application of these components.



## *Strategic & Ongoing Actions*

The actions listed below are aimed at implementing the goal of an innovative, safe, and well-connected, multi-modal mobility system serving all user types that is designed to support the surrounding land uses. The actions include strategic items as well as ongoing efforts undertaken by the City.

### STRATEGIC ACTIONS

- 6.1 Implement complete street and context sensitive design.** Amend the street cross sections and update the Unified Development Ordinance, the Bryan-College Station Unified Design Guidelines, and the City's capital improvement process to implement context sensitive and complete street design such as prioritized mode corridors, reconstruction projects in established neighborhoods, and in areas where right-of-way is constrained.
- 6.2 Conduct a Thoroughfare Plan audit.** Consider alternatives to relieve congestion anticipated with long term growth and evaluate adjustments to the Thoroughfare Plan based on existing street context.
- 6.3 Enhance and upgrade intersections.** Improve multimodal efficiency through roundabouts and protected intersections to improve safety and reduce congestion.
- 6.4 Continue to evaluate and implement best management practices to increase bicycle and pedestrian use.** Build on the existing network of infrastructure to increase safety and comfort for all users such as separated bike lanes and shared use paths.
- 6.5 Undertake streetscape improvements within gateways and image corridors.** Identify locations and implement targeted infrastructure and streetscape improvements (perhaps through partnerships) to improve aesthetics. Consider operation and maintenance costs when identifying appropriate improvements.
- 6.6 Evaluate transit funding partnerships.** To prepare for reductions in Federal transit funding from the region's growth, the City should explore regional partnerships to maintain and improve transit services. Transit services should link activity centers, major employers, dense residential areas, concentrations of student housing, and provide access for underserved populations and the general public.
- 6.7 Prioritize programs and improvements that will reduce vehicular demand.** Consider an emphasis on bicycle and pedestrian facilities, transit services, parking and other programs that can reduce vehicular demand, particularly in areas adjacent to campus.

### ONGOING ACTIONS AND POLICY DIRECTION

- 6.8 Maintain the various funding programs for mobility projects.** These include the Bryan-College Station Metropolitan Planning Organization Transportation Improvement Program, the Brazos County Regional Mobility Authority, and the City's capital improvements program.
- 6.9 Fund bicycle and pedestrian infrastructure and safety improvements.** Dedicate funding for system improvements and maintain collaborative partnerships as detailed in the Bicycle, Pedestrian, and Greenways Master Plan.



- 6.10 Develop performance measures, collect transportation data, and monitor trends.** Performance measures will help evaluate the effectiveness of the mobility system. Data to be collected could include traffic volumes, levels of service, vehicle miles traveled, transit ridership, pedestrian and bicycle facility usage, and safety data on vehicle crashes and those involving bicyclists or pedestrians. This data will also help to target future improvements.
- 6.11 Evaluate Traffic Impact Analysis (TIA) requirements.** Consider updates to the traffic mitigation thresholds for intersections impacted by new development. The requirements could also be amended to address internal site elements such as circulation, queuing, connectivity, as well as bicycle/pedestrian infrastructure.
- 6.12 Evaluate and update access management strategies.** Coordinate with the Bryan-College Station Metropolitan Planning Organization to align regional standards along thoroughfares to preserve modal efficiency throughout the street network.
- 6.13 Develop and implement a travel demand management program.** Build upon existing services and including real-time traffic information, traffic incident alerts, ridesharing programs, promotion of flexible work schedules, and encouragement of dense mixed-use development in strategic areas.



*DRAFT MAP 6.1 based  
on initial Thoroughfare  
Plan Modeling and will be  
finalized in September 2021  
after public input.*

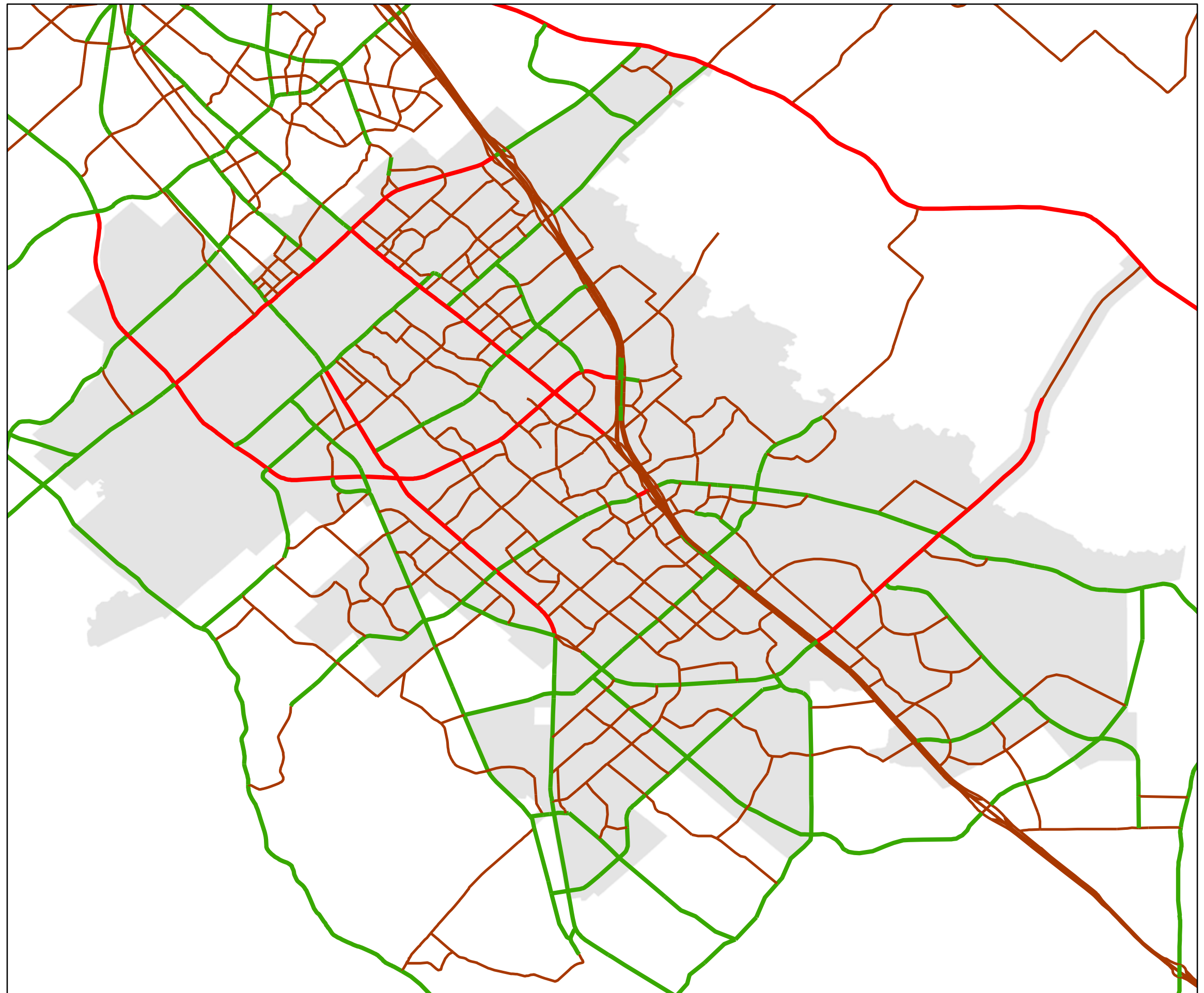
*Thoroughfare Plan Modeling*

**Future (2045) Model  
Number of Lanes**

**Legend**

**Number of Lanes**

- 2 - 3 Lane Roadway
- 4-Lane Roadway
- 6-Lane Roadway





*DRAFT MAP 6.2 based  
on initial Thoroughfare  
Plan Modeling and will be  
finalized in September 2021  
after public input.*

*Thoroughfare Plan Modeling*

**Future (2045) Model  
Daily Model Volumes**

**Legend**

**Daily Model Volume**

— 0 - 5,000

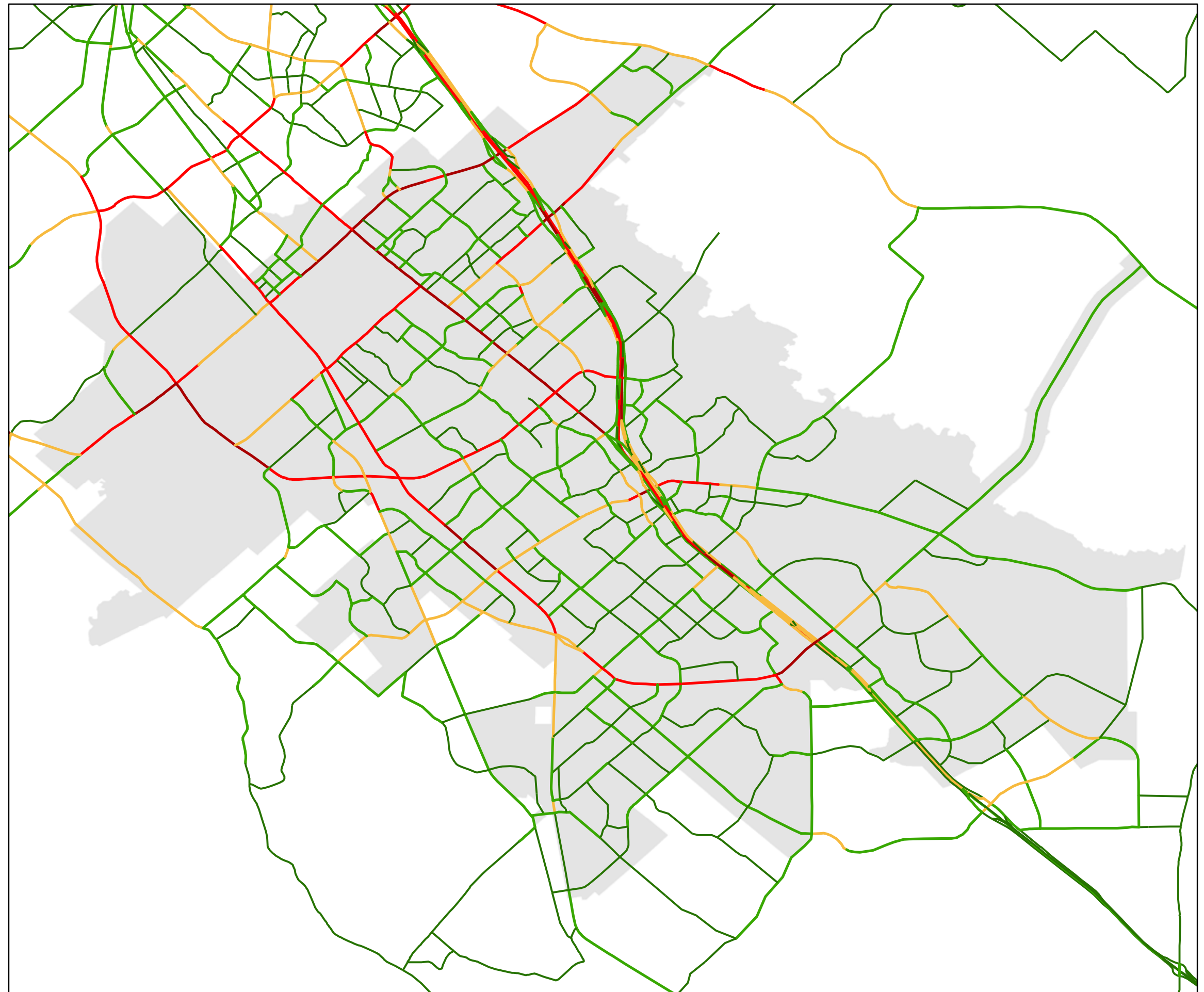
— 5,001 - 15,000

— 15,001 - 25,000

— 25,001 - 40,000

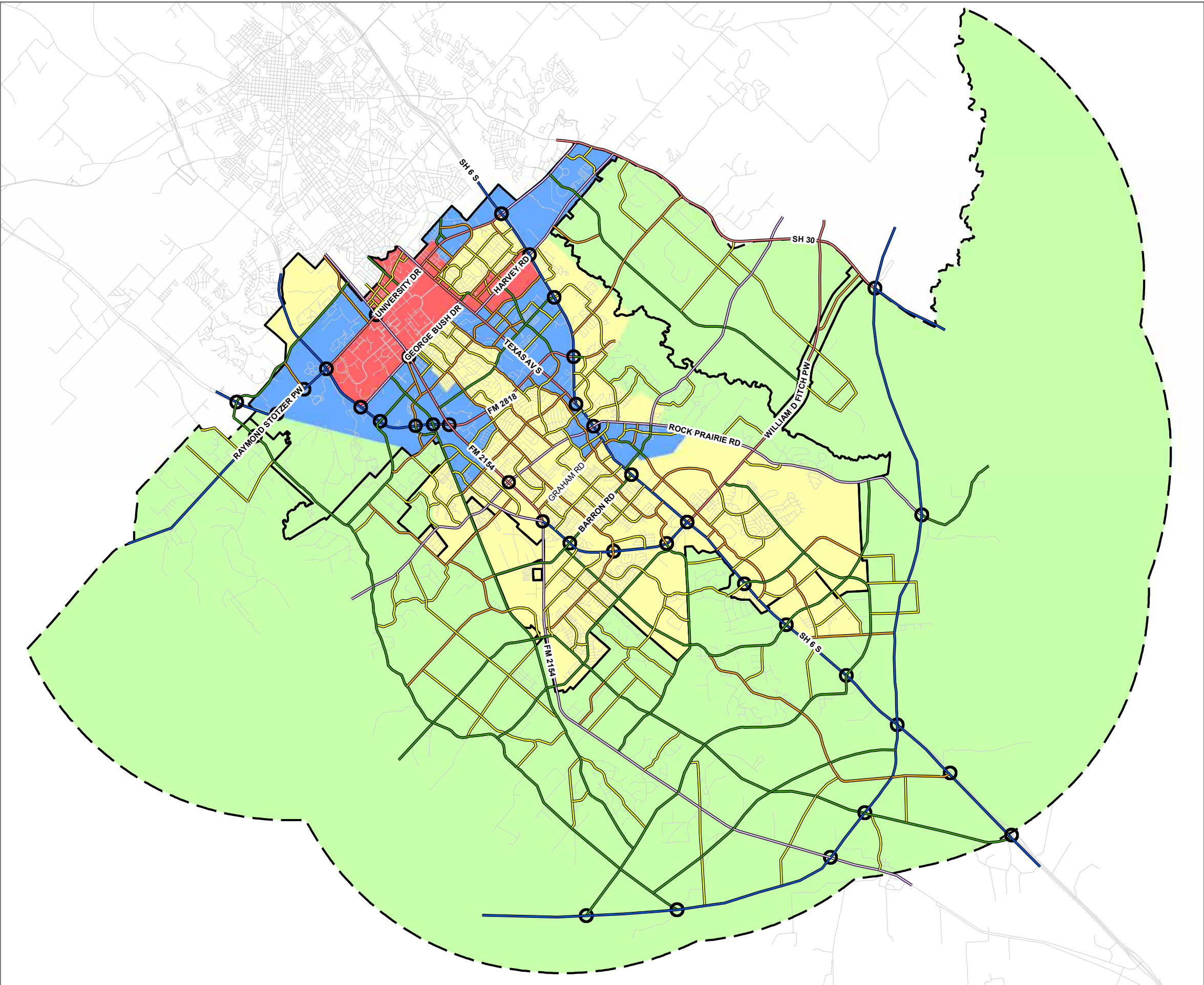
— 40,001 - 65,000

— > 65,000













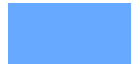

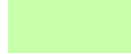
**Map 6.3**  
**Functional**  
**Classification**  
**and Context Class**

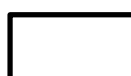
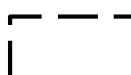


**Thoroughfare Plan**

-  Minor Collector
-  Major Collector
-  Minor Arterial
-  4 Lane Major Arterial
-  6 Lane Major Arterial
-  Freeway/Expressway
-  Grade Separation

**Context Zones**

-  Urban Core
-  General Urban
-  Suburban
-  Rural

-  City Limits
-  ETJ

DRAFT MAP 6.4 based on initial Thoroughfare Plan Modeling and will be finalized in September 2021 after public input.

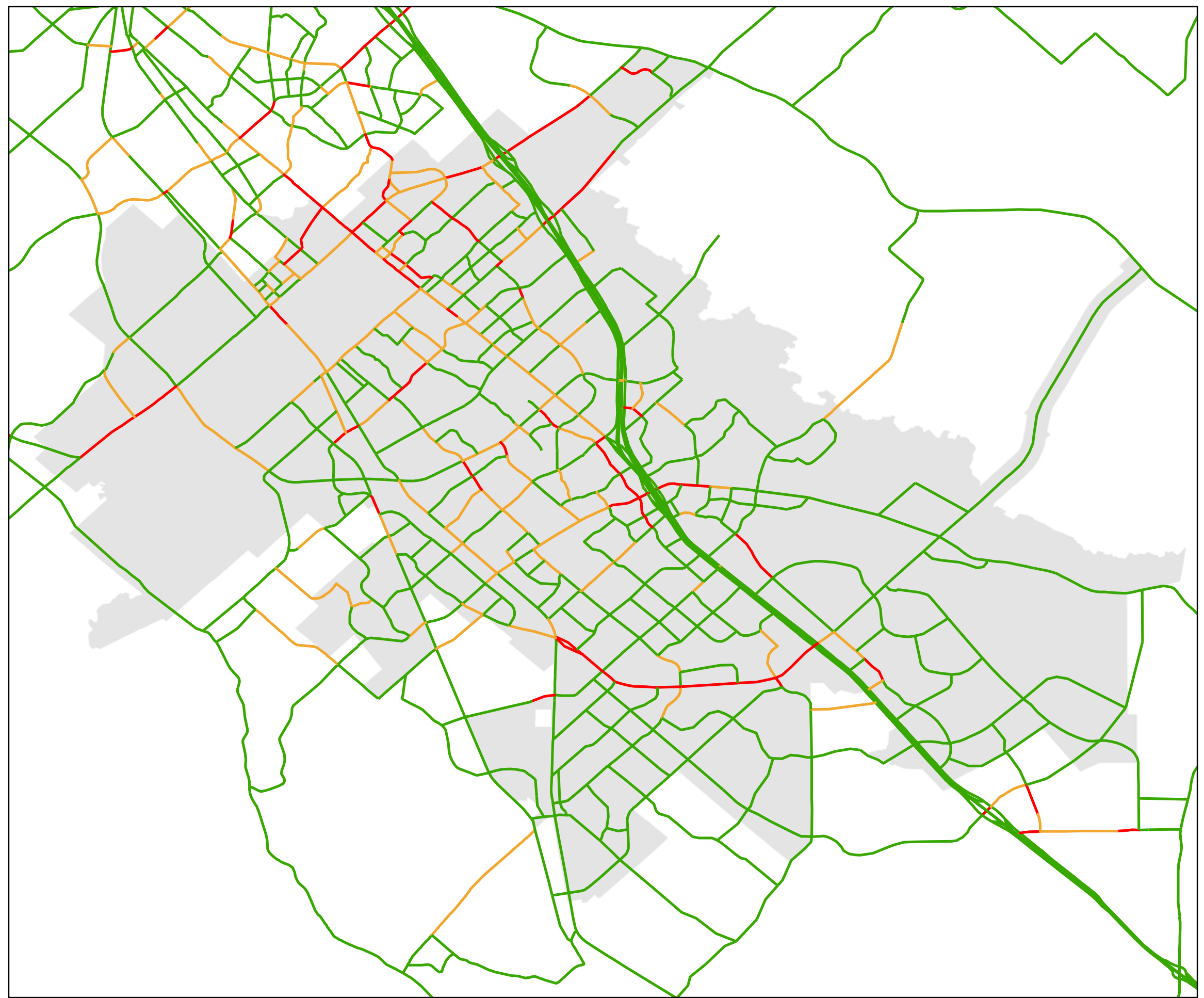
Thoroughfare Plan Modeling

Future (2045) Model Level of Service

Legend

Volume-to-Capacity

- Acceptable
- Tolerable
- Unacceptable







## 7 EXCEPTIONAL SERVICES

*In order to meet the needs of a growing community, the City of College Station must be proactive in planning for adequate public facilities and services for its residents. The availability of both basic utilities and public safety services are good indicators of how well a city is positioned to serve new growth.*





## *Goal*

Exceptional municipal facilities and services that meet community needs, contribute to community character, exhibit environmental stewardship and resiliency, support surrounding land uses, incorporate full life-cycle costs, and are coordinated and fiscally responsible.

## *Municipal Services*

Over the last decade, College Station has experienced significant growth that increased demand on all City services. The desire to deliver quality services necessitates careful and thoughtful planning to ensure municipal services are maintained at the highest possible level, while maintaining fiscal responsibility on behalf of the residents of College Station.

The complexity of the municipal service delivery system requires an integrated and strategic approach to service delivery planning. Consideration must be given to ensuring citizen and customer access to all desired services. Attention must also be given to the cost of services – for ongoing provision and maintenance as well as future expansion – so that municipal services are both cost effective to deliver and affordable to citizens.

## *Community Facilities*

This chapter also addresses the provision of community facilities, another significant City responsibility and a major component of College Station's physical, social, and economic fabric. Population growth and geographic expansion represent significant challenges to the City of College Station. Planning for community facilities, staffing, and equipment must be done well in advance to avoid gaps in services. Facilities often involve major capital investments and require time for implementation. Affordability must be balanced with community needs, and new facilities must be prioritized in terms of strategic importance to the community to address current and future needs. Along with new construction, adequate attention must be given to expansion, maintenance, and modernization of existing facilities.

## *Purpose*

The core mission of the City of College Station is the delivery of exceptional services to its citizens. Infrastructure is the backbone of the service delivery system and College Station must continually make prudent investments to maintain and grow its infrastructure to support the delivery of services. College Station's core services should be of the highest quality and should be customer focused, timely, and cost effective.

Based on recent trends and a 2.8% growth rate, College Station's population is projected to exceed 162,500 by the year 2030. This population growth will continue to result in increased demand for City services. The expansion of City services and facilities to support the anticipated population growth, as well as proactive maintenance and rehabilitation of existing infrastructure systems and facilities for increased reliability, is paramount to the implementation of the Comprehensive Plan.

The purpose of this chapter is to recognize College Station's current service levels and to plan for the expansion of City services by providing the foundation for the implementation of the City's various master plans that are intended to support the planned growth and development pattern described in **Chapter 2: Distinctive Places**. Strategic actions are provided to guide future decisions that assure both municipal service and facilities needs of the community are met. Additional information related to the City's future infrastructure needs can be found in **Chapter 8: Managed Growth**, as well as in the individual utility master plans and the Capital Improvement Plan. Detailed information including existing levels of service, future staffing needs, and proposed capital expenditures for all City services can be found in the strategic plans maintained by each City department.

## *Planning Considerations*

College Station's growth must be well planned to avoid infrastructure and service delivery level degradation. Most significantly, water, wastewater, and roadway infrastructure must be developed and rehabilitated to serve the projected population growth based on the location and density of the future land uses presented in **Chapter 2: Distinctive Places**. The City has a responsibility to provide adequate staffing levels to meet basic response and operating standards and ensure personnel safety, as well as planning for and investing in facilities that are sufficient in location, design, and functionality to provide reliable response and service area coverage. To provide efficient services at the lowest cost to its residents, College Station should encourage growth, new development, and infill development in areas that are adequately served by existing infrastructure and current staffing levels. Higher density land uses should not be projected for areas that are not readily served by existing infrastructure. Each of the services provided by the City of College Station has several planning considerations that contribute to the development of the strategic actions included in this chapter. The following City services and their associated facilities are discussed in further detail below:

- Police
- Fire & Emergency Medical Services (EMS)
- Emergency Management
- Electric
- Water
- Wastewater
- Solid Waste & Recycling
- Street, Traffic System & Drainage Maintenance
- Planning & Development Services
- Community Services
- Neighborhood Services
- Economic Development & Tourism
- Parks & Recreation
- Library Services
- Fiber Optic Network, and
- General Municipal Administration

## *Police – College Station Police Department*

### SERVICES

The College Station Police Department is accredited by the Commission on the Accreditation of Law Enforcement Agencies and is responsible for the protection of life, liberty, and property within the City limits. It provides these services through various means including criminal law enforcement, education, property recovery, animal control, emergency communications, traffic enforcement, and investigation of crime. Jurisdiction is shared with the Texas Department of Public Safety, Texas A&M University Police Department, federal law enforcement agencies, the Brazos County Sheriff's Department, and the constables and Justice of the Peace courts all having jurisdiction within the City limits of College Station.



The College Station Police Department has several special teams such as the SWAT team, Bomb team, College Station Tourism and Entertainment Policing unit (CSTEP) in Northgate, hostage negotiation team, K-9 Units, Honor Guard, Motors Unit, Community Enhancement Unit, and Victim Services.

In 2009, the College Station Police Department implemented a policing structure designed to provide geographic accountability and foster stronger community bonds. Since that time there have been modifications to the program. Technological advances challenged the Community Policing model for a period of time, but today the department has overcome those difficulties and actively works to build positive community bonds through geographic accountability. In addition to our Community Policing efforts, the Community Enhancement Unit works to develop outreach programs such as Family Fish, Citizen Police Academy, and Coffee with a Cop.

Officers working in the geographic accountability model bring forth and promote effective management and accountability for the criminal activity and occurrences in each officers' assigned beat. The goal of geographic accountability is to ensure faster response times to calls for assistance and make the officers more familiar with specific areas and residents. By getting to know our citizens, residents will become more comfortable with the presence of officers and feel safer as a result.

### FACILITIES

College Station Police Department operates out of a new station on the corner of Dartmouth Street and Krenak Tap Road. The new police department was constructed to allow for future growth. The nature of policing places response units in the field, therefore, the need for satellite offices due to projected growth is not likely.

### FUTURE NEEDS

The department's Community-Oriented Policing philosophy requires small, manageable beats to be formed and maintained where staff is held to a high level of geographical accountability for successful outcomes. Maintaining adequate staffing to fulfill these geographic demands is vital. These demands increase as population increases and development occurs. As the City continues to grow, it is imperative that the department grow as well. The College Station Police Department has a history of dedicated customer service. To continue providing quality customer service, the City must address the needs of today and tomorrow on a continual basis.



## *Fire & Emergency Medical Services (EMS) – College Station Fire Department*

### **SERVICES**

The College Station Fire Department (CSFD) is accredited through the Commission on Fire Accreditation International. The department is one of only eight municipal fire departments in Texas that maintains accreditation. College Station is an Insurance Services Office (ISO) Class 1 Community, meaning its fire department, water distribution system, and emergency dispatch center meet the highest standards set by ISO. CSFD provides prevention, suppression, advanced life support emergency medical services (EMS) and transport, community risk reduction programs, health and fire safety education, emergency management, and special operations.

The primary response area for EMS is the City of College Station and southern Brazos County. Secondary response includes automatic aid to the City of Bryan. Mutual aid agreements for EMS are in place with Texas A&M University EMS and St. Joseph EMS. The primary response area for fire is the City of College Station and the Texas A&M University campus. Secondary response includes automatic aid with the City of Bryan. Mutual aid agreements for fire suppression are in place with Brazos County volunteer fire departments and Brayton Fire Training School for times of extreme need.

The department has a goal of a 6-minute 30-second response time from the time a 9-1-1 call is answered until the first unit arrives on the scene. In 2020, the department responded to over 10,000 calls for service. Approximately 70-80% of the calls were for EMS.

### **FACILITIES**

The department has 166 full time employees, with 147 who are assigned to three 24-hour rotating shifts. The other 19 employees are chief officers and administrators on a regular work schedule. At least 39 are required to report for duty each shift. The department requires at least one paramedic on each apparatus.

The department staffs five fire engines, two ladder trucks, one quint, four ambulances, one airport rescue truck, one water tender, one safety vehicle and one command vehicle. One wildland truck and one special operations/hazmat truck are cross-staffed.

Of the six fire stations in College Station, five are owned by the City and one is owned by the Texas A&M University System. The fire stations are located throughout the city at Holleman Drive (Fire Station No. 1), Rio Grande Boulevard (Fire Station No. 2), Barron Road (Fire Station No. 3), at Easterwood Airport (Fire Station No. 4 – owned by Texas A&M University System), William D. Fitch Parkway (Fire Station No. 5) and University Drive (Fire Station No. 6). Station 6 was built in 2012 and is the newest station. The department plans to build Station 7 beginning in 2023.

### *ISO Ratings*

Insurance Service Office classifies communities from 1 (the best) to 10 (the worst) based on how well they score on the ISO Fire Suppression Rating Schedule. ISO bases this score on a number of factors including training, staffing, number of fire stations, equipment dispatched to fires, equipment on trucks, fire prevention, investigation, fire safety education, construction code enforcement, hydrant maintenance, water supply, and the ability of the 911 center to answer and dispatch calls. Insurance companies use Public Protection Classification information to establish fire insurance rates for homeowners in the City. A lower rating can result in savings to homeowners in the City due to lower insurance premiums.



## FUTURE NEEDS

Current and short-term department needs are published in the annual city budget, including a schedule for additional personnel, equipment, and facilities. CSFD maintains a three-year strategic plan that ties into the City Council Strategic Plan. The department is committed to continuous improvement and needs consistent, robust data analysis. The data the department should consistently analyze for emerging trends and decision making are:

- Population density
- Call type and volume
- Response times for first-arriving units and full-alarms

The department has commissioned one-time studies and produced internal ad-hoc reports, but long-term analysis is needed for far-reaching decisions, such as the location and staffing requirements of future fire stations.

Future facilities, equipment, and personnel must be strategically deployed in College Station to meet National Fire Protection Association (NFPA) personnel and response time standards, including:

- Four-member engine companies (NFPA 1710-2020, 5.2.3.1.1)
- Incident Command Technicians to serve as Chief's Aides (NFPA 1710-2020, 5.2.2.2.5)
- Four-minute travel time for 90% first-due unit of responses (NFPA 1710-2020, 4.1.2.1(3) and 4.1.2.4)

The department needs to remain engaged with community partners – hospital systems, social workers, and the community health district – to evaluate the feasibility of community paramedicine. This is an emerging field that uses a comprehensive approach and integrated deployment model to connect underserved populations to underutilized services, helping to decrease strain on emergency rooms, hospitals, and first responders.

# *Emergency Management – College Station Fire Department*

## SERVICES

College Station Fire also oversees the City's Emergency Management Division, which provides planning efforts in preparation of all emergencies and disasters. The City's approach to emergency management is largely interjurisdictional, with most efforts being in collaboration with Texas A&M University, the City of Bryan, and Brazos County. The Emergency Management Division maintains plans detailing the City's response to various disasters including drought, fires, floods, tornadoes, and winter storms. The goal of these plans to create a more resilient College Station by responding with effectiveness and recovering efficiently.

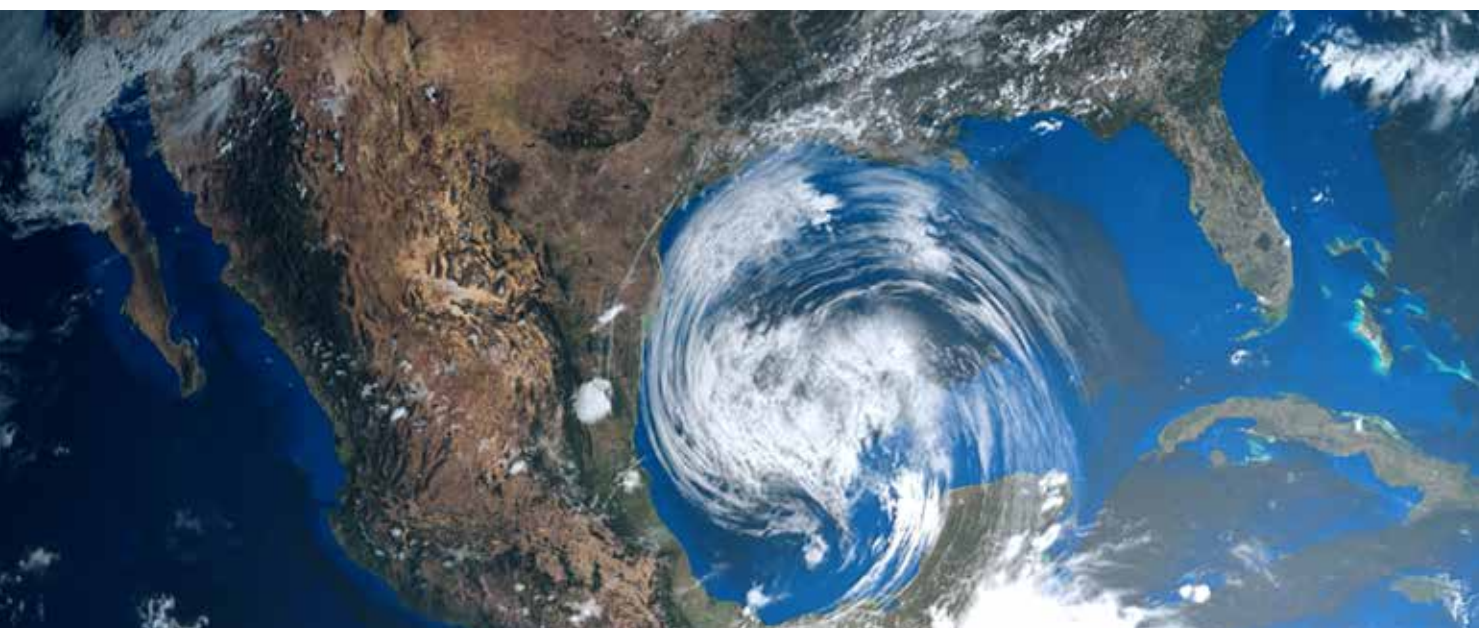
Emergency Management participates in a range of activities that fall into four categories: mitigation, preparedness, response, and recovery.

- Mitigation is aimed at preventing or limiting the amount of damage disasters cause when they happen. Actions undertaken by various City departments include, but are not limited to: flood drainage improvements, conversion from overhead to underground utility lines, removal of structures located in floodplains, and review and modification of zoning and building codes. These actions help College Station become more resilient to disasters and alleviate potential damages.
- Preparedness is the effort of being ready for disasters when they strike. The Emergency Management team works with every City department to plan out disaster response, maintaining emergency operating guidelines that organize the City's response during and after a disaster, and participating in larger area plans with other organizations in the Brazos County Interjurisdictional Emergency Management Association. Emergency Management also prepares and executes preparedness and training exercises each year.
- Perhaps the most important actions of Emergency Management are those that occur during and immediately after a disaster. Emergency Management organizes first responders, City departments, volunteers, and response organizations within the City and makes calls to surrounding localities if additional response is needed. The Brazos Community Emergency Operations Center (CEOC) houses all local jurisdictions to provide for better communication and coordination of response actions by each jurisdiction, especially in the case of a larger disaster, Emergency Management also organizes public information releases to coordinate outreach efforts to citizens.
- While disasters can last from moments to days, recovery almost always takes longer. Emergency Management's recovery actions aim to shorten those timelines so the City and its residents can return to pre-disaster conditions or better. The department works to prioritize restoration of vital facilities and services and coordinate recovery actions being taken by area government entities and nonprofit organizations.

## FACILITIES

The Emergency Management Division works out of the Brazos CEOC in Bryan in collaboration with representatives from Brazos County, the City of Bryan, and Texas A&M University. This model of co-located jurisdictions has proved beneficial to foster relationships and coordination in emergency response.





## FUTURE NEEDS

The nature of threats affecting the city are changing. In 2020, the city, nation, and the world were dealt an unexpected global pandemic that disrupted operations and posed entirely new challenges. The pandemic highlighted the need for increased mobility and remote work options for many within the city's workforce. In early 2021, Texas faced a historic winter storm that left thousands of residents without power or heat and posed significant challenges to electric grids and water operations across the state. With the changing climate projected to produce increasingly frequent and extreme weather events, proactive emergency management efforts must rise to the challenges. Other challenges evolving almost daily are cybersecurity threats, which require coordination and support across city departments as well as the personal responsibility of each city employee. To proactively anticipate, mitigate, plan for, respond to, and recover from the changing nature of emergencies, the Emergency Management Division will need continued and expanded support to accomplish its goals.

Emergency Management has identified the need for a city-wide continuity operations plan, which would detail how individual departments and the entire City of College Station will continue operations during various types of disasters. The department is also working with the other local jurisdictional, agency, and regional emergency management coordinators to maintain and enhance a robust roster of regional response resources as well as recognizing the need to update both the Brazos County Interjurisdictional Mutual Aid Agreement and the Brazos Valley Regional Mutual Aid Agreement.

Another need of the division is formalizing the post-disaster after-action report (AAR) process. AARs are a vital tool to help the City learn from past experiences, identify opportunities for increased efficiencies, and adjust standards to improve future responses to disasters. Learning from past experiences and taking corrective actions can help the City be more resilient and effective in leveraging its resources. There have been ad-hoc efforts to date to document successes and challenges, but a more formalized process is key for effective organizational learning.

The Emergency Management Division needs to staff a grant manager dedicated to researching, applying for, and administering public safety grant funds that aid city emergency management operations and help ensure the City is not leaving money on the table. A gap currently exists in the city's ability to apply for and leverage funds for hazard mitigation and emergency management due to staffing capacity and grant-writing and grant management expertise.

## *Electric – College Station Utilities*

### SERVICES

College Station Utilities (CSU) is the primary electric provider in College Station, serving more than 44,000 customers. The electric certification area for CSU has been set by the Public Utility Commission of Texas (PUCT) as the area inside the City limits as of 2002, therefore, Bryan Texas Utilities (BTU) services the areas incorporated into the City after 2002. Even though CSU's service territory is fixed, the electric utility has not yet reached "build out" of its service territory and expects additional development and redevelopment to continue to add load to the utility's facilities.

CSU is a wholesale power purchaser and does not have electric generation facilities. Power is purchased from wholesale contracts with American Electric Power Energy Partners (AEPEP) and Garland Power and Light. Delivery of this power is from the Electric Reliability Council of Texas (ERCOT) transmission grid.

CSU provides electric power to its consumers at various desired voltages; responds to trouble calls and outage reports; provides new construction and maintenance of transmission and distribution electric system; engineers and designs the electric system; and provides street and thoroughfare lighting. CSU also provides Energy Programs such as "Connected Thermostats," energy audits, "Good Cents" home builder programs, high efficiency air conditioner rebates, the "Wind Watts" program and customer energy education.

### FACILITIES

There are eight electrical substations located in College Station with a capacity of 533 MVA (Mega Volt Amperes). The current peak demand for College Station is around 218 MW (Megawatts), which means CSU is well situated to serve any future additional load. One additional electrical substation will be required to meet the anticipated build out demand for the service territory.

CSU owns and operates approximately 20 miles of 138 kV (kilo Volt) transmission lines. The electric distribution system consists of about 518 miles of distribution power lines, with approximately 39% of those being overhead and 61% being underground. The City adopted a policy in 1992 to require that new electric lines be installed underground (with a few exceptions for feeder lines). Since that time, the City has removed or relocated overhead electric lines on portions of major corridors including University Drive, Texas Avenue, Southwest Parkway, and Harvey Road.

### FUTURE NEEDS

CSU currently maintains an **Electric Utility Master Plan** that is updated as areas develop or redevelop to ensure adequate and reliable service is maintained to the system. Each year, a new system model is built in the modelling program to simulate the conditions at system peak and the loading on the electric facilities. The loads are uprated for growth and projected loads are added for proposed known projects. Using this information, the model identifies any additions or upgrades that need to be made to the electric system. The master plan also has identified the need for an additional substation to meet the future loading and reliability needs within the CSU service territory.



## *Water Services – College Station Utilities*

### **SERVICES**

College Station Water Services is the primary water provider in College Station and is responsible for providing safe drinking water, irrigation water supplies, and water for fire protection services for over 40,000 customers within its certificated area. The water system is rated Superior by the State of Texas and has received awards for outstanding operations and maintenance from the U.S. Environmental Protection Agency.

### **FACILITIES**

The City's water system consists of water production, treatment, and distribution. Water is provided from eight deep wells in the Simsboro Formation of the Carrizo-Wilcox aquifer group and one well in each of the Carrizo and Sparta aquifers. Water is treated at pump stations that supply water to the City's distribution system and elevated storage tanks.



### **FUTURE NEEDS**

The City's certificated area for water is not expected to expand into the Extraterritorial Jurisdiction since these areas are already served by various special utility districts or water supply corporations. Water Services maintains a Water Utility Master Plan that is updated on a routine cycle to ensure adequate and reliable service is maintained to the system customers. The master plan identifies future improvements needed to meet the anticipated build-out demands from future infill growth. The City will continue to evaluate future water demands and identify required improvements.

## *Wastewater Services – College Station Utilities*

### **SERVICES**

College Station Water Services is the primary wastewater service provider in College Station and is responsible for the collection and treatment of domestic and commercial sewage from over 43,000 customers within its certificated area. The City treats collected wastewater to meet the requirements of the regulating agencies.

### **FACILITIES**

The City's wastewater system consists of wastewater collection and treatment. The collection system relies on gravity mains to convey wastewater to treatment facilities and when that is not enough, lift stations are used. The City's three wastewater treatment plants process the collected sewage into wastewater effluent that meets the requirements of regulating agencies.



## FUTURE NEEDS

In 2019, the Texas Legislature limited cities' ability to annex territory. Due to this, the City does not plan to extend sewer service to properties outside of the existing certificated area boundaries or further into the Extraterritorial Jurisdiction. The City may rely on strategic partnership agreements and municipal utility districts for service provision outside of the City's service area. These agreements will need to balance the impact of cost of service with the benefits of serving additional customers.

College Station currently has two Strategic Partnership Agreements—one for Brazos County Municipal Utility District No. 1 (Southern Pointe), and one for Brazos County MUD No. 2 (Millican Reserve). Both agreements define how the City may annex these territories in the future when they are substantially developed and infrastructure costs have been reimbursed to the developers. In the case of Millican Reserve, the agreement also details how the City may annex for limited purpose. Strategic partnerships with utility and development agreements will likely remain a viable annexation option for College Station, with evaluation and negotiations to be made on a case-by-case basis.

Water Services maintains a **Wastewater Utility Master Plan** that is updated on a routine cycle to ensure adequate and reliable service is maintained to system customers. The master plan identifies future improvements needed to meet the anticipated build-out demands from future growth, infill, and redevelopment. The City will continue to evaluate future wastewater demands and identify required improvements.



# *Solid Waste & Recycling - College Station Public Works*

## SERVICES

College Station provides various services to meet the local need for the collection of municipal solid waste including weekly residential collection, bulky item pickup, and brush/yard clippings pickup. The City contracts bi-weekly curbside recycling pick-up for single-family residential dwellings. The Solid Waste & Recycling Division is also responsible for the collection and disposal of commercial solid waste, as well as street sweeping operations. Construction and demolition wastes are collected by private haulers regulated through franchise agreements incentivizing haulers to recycle collected materials to lower franchise fees.

The City currently serves over 27,000 single-family residential customers. The City serves a large multi-family customer service base of 11,000 units. Multi-family and commercial services consist of four routes, six days per week. The City's solid waste collection vehicle fleet has a five to 10-year replacement schedule for each vehicle. Regular maintenance, replacements, and additions will be paramount to ensure core services and operations meet projected needs. As the City continues to grow, solid waste collections will need to be monitored closely to meet demand through exceptional and efficient services.

The City is committed to environmental stewardship and waste reduction through recycling, education, and outreach. The recycling program and clean green activities are designed to help reduce the amount of solid waste deposited into the landfill. In 2020, College Station reduced the amount of waste going to the landfill by 27% (24,947 tons) through curbside and commercial recycling, as well as clean green brush collection. The City proactively controls litter along public right-of-way through the Adopt-A-Street Program. The program partners with community volunteer groups performing quarterly clean-ups along assigned street segments.

## FACILITIES

The City of College Station partnered with the City of Bryan in 1990 to create the Brazos Valley Solid Waste Management Agency (BVSWMA) which manages the Twin Oaks Landfill, a Subtitle D landfill, which became operable in 2010. The City's previous landfill, the Rock Prairie Road Landfill, closed in 2011 after reaching its capacity. The Twin Oaks Landfill facility is located off State Highway 30 in Grimes County and has an air space capacity of roughly 33 million tons of waste, with an expected life of 37 years. The landfill accepts more than 1,400 tons of solid waste per day, primarily from the seven-county region including Brazos, Burleson, Grimes, Leon, Madison, Washington, and Robertson Counties, and Texas A&M University. Since the landfill is the only Type 1 facility between Austin and Houston, it accepts solid waste from 19 counties.

## FUTURE NEEDS

Increased manpower and additional equipment will be necessary within the planning horizon to meet development demand placed on solid waste services. The use of new technologies is essential to increase operational efficiency and exceptional service.





## *Street, Traffic System & Drainage Maintenance – College Station Public Works*

### SERVICES

Street and drainage infrastructure facilitate transportation and ensure the health and safety of residents and visitors. These facilities are costly and demand significant attention to protect the investment and value they bring to the City. The Streets and Drainage Division maintains more than 350 miles of paved streets, 230 miles of sidewalks, 100 miles of storm drain lines, 470 miles of concrete valley gutters, 130 miles of natural creek area, and mows and trims over 1,300 acres of grass.

Traffic Operations' mission is to guide, warn, and regulate motorists, pedestrians, and bicyclists in a safe and efficient manner. The division currently maintains over 90 traffic signals and 85 traffic warning flashers, over 200 linear miles of pavement markings, and more than 15,000 traffic signs.



### FUTURE NEEDS

As the City continues to grow the need for new streets, street maintenance, traffic system maintenance, and drainage maintenance will continue. Aging infrastructure generally requires more maintenance and new development and growth creates new demands for infrastructure maintenance. Recent multi-modal transportation initiatives place higher expectations for infrastructure rehabilitation that appropriately accommodates more modes of transportation, particularly in dense areas within the City's core. These improvements, such as adding bicycle lanes or shared-use paths, help generate more walking, bicycling, and alternative options for citizens to navigate throughout the City while also helping to alleviate some of the demand and congestion on the roadway network. Additionally, the City's corridors must be maintained as streets are rehabilitated to create a sense of place and attractive community. These service demands will require additional staff and resources to maintain and preserve the City's transportation capital investments.





## *Planning & Development Services*

### SERVICES

Planning & Development Services is responsible for aiding the community in making the best possible decisions regarding the physical development of the City. This occurs through long range and comprehensive planning that engages citizens to envision the City's future and implements practical steps and policies to create a community with a strong sense of place and positive quality of life. The City is responsible for ensuring that all new development, infill and redevelopment, site work, and construction comply with the Comprehensive Plan, the Unified Development Ordinance, and all other adopted codes and standards.

Departmental services include land use and comprehensive planning, multi-modal transportation planning, zoning, development review, engineering, floodplain and stormwater management, greenways management, building plan review, and building and site inspections. Additional service level information can be found in the department's strategic plan.

### FUTURE NEEDS

As the City continues to develop and redevelop, the need for planning and development services will increase. New development, infill, and redevelopment within the community places demand on development review processes, building construction review, and inspections to coordinate and ensure private infrastructure meets City standards and contributes positively to the character of the community. Development planning remains vital in ensuring adequate densities, complimentary land uses, and the provision of infrastructure that balances service delivery costs to ensure the financial stability of the City. Due to limitations to annexation, the City anticipates minimal outward growth and the emphasis on infill and redevelopment will become increasingly important. The City must encourage infill and redevelopment in strategic locations that are sensitive to the existing context and character of each area. Established residential areas may benefit from continued neighborhood planning efforts due to potential neighborhood integrity issues that arise as areas fill in and redevelop adjacent to existing neighborhoods. Development conflicts and neighborhood integrity issues necessitate collaboration between Planning & Development Services and departments throughout the City, and Planning & Development Services will continue to seek out these partnerships and collaborations to build upon successes, identify areas for improvement, and contribute positively to College Station's identity and quality of life.

## *Community Services*

### SERVICES

Community Services delivers high-quality programs, services, and facilities to enrich the lives of individuals and families within the City. The City encourages the expansion and accessibility of health and human services, expansion and improvement of public facilities and infrastructure, and expansion of economic opportunities for low - and moderate - income residents. Additional goals include providing for an adequate supply of safe and affordable housing, rehabilitation of rental and owner-occupied residential property, and expanding home ownership opportunities. The Community Services department consists of Community Development, Code Enforcement, and Northgate District Management.

The City receives funding from the U.S. Department of Housing and Urban Development (HUD) through the Community Development Block Grant (CDBG) and the HOME Investment Partnership Program (HOME) grant. Community Services administers these grant funds through programs designed in accordance with the department's goals, federal regulations, and input from citizens and the City Council. The programs aided by federal grant funding are available to individuals, families, and areas where household income does not exceed 80% of the area median income limits set by HUD.





## COMMUNITY DEVELOPMENT PROGRAMS

HOME funds are used to expand the supply of safe and affordable housing. Assistance for security deposit payments through the Tenant Based Rental Assistance program, which is managed by Twin City Mission on behalf of the City, averages approximately \$300 per household moving into a housing tax credit property located in College Station. Up to \$14,999 in down payment and closing cost assistance is provided to qualified, income-eligible homebuyers. Reconstruction assistance of up to \$85,000 and rehabilitation assistance of up to \$35,000 is available through low - or no - interest loans to qualified, income-eligible homeowners. Minor repair assistance in the form of a grant of up to \$3,000 is available to correct health and safety issues. Finally, HOME funds are used to construct new affordable housing either through City-developed activities or through the support of a Community Housing Development Organization, Habitat for Humanity, or private developers leveraging other sources of funds.

The City's CDBG monies are used to provide funding to various non-profit agencies that provide health and human service programs throughout the community. These funds also support code enforcement activities in low - to moderate - income areas, acquisition of land for future development, and demolition of substandard housing. CDBG funds can be used to finance public facility activities in low- to moderate-income areas. These activities can include park development or enhancement, improvement or expansion of infrastructure, or improvements to other public facilities such as recent improvements to the Lincoln Center.

Other resources will be sought for specific project needs. Funds can be accessed through the HUD Section 108 Loan Program or from the Texas Department of Housing and Community Affairs for larger new construction or rehabilitation projects. As other federal or state resources are made available, various programs will be developed to meet the needs of the residents.

The Community Services Department also provides Code Enforcement for both commercial and residential properties within the City to ensure continued compliance with City standards, as well as providing services to established neighborhoods. Code Enforcement investigates violations to parking, sanitation, health and safety, illegal dumping, livestock, zoning, fire, and tall weeds and grass codes to maintain the City's character and quality of life. Aging areas of the City generally require more property maintenance code enforcement. Several initiatives, including the Rental and Short-Term Rental Registration programs and small area planning efforts, will be utilized to focus future staff and funding efforts. Community Services also manages the Northgate District. A vibrant entertainment district across from Texas A&M University, Northgate is an eclectic mix of restaurants, shops, bars, religious centers, and residential areas. The Northgate District Management Division oversees late-night operations, pedestrian safety, and parking planning and operations including within the College Main Parking Garage. In 2020, the City developed a Mobility Study and Operations Plan for the Northgate District that recommends improvements within the district.

## FUTURE NEEDS

The City will utilize the required planning guidelines for federal grants to collect information regarding community needs and conditions. These include the Consolidated Plan and Annual Action Plan. Adjustments to programs will be made when new needs or changes are identified so that staff and federal grant resources can be utilized in the most effective ways.





## *Neighborhood Services*

### SERVICES

Neighborhood Services focuses on maintaining collaborative partnerships between neighborhoods, community services, and the City. The department undertakes educational and outreach programming, as well as connects neighborhoods to City resources. Through the Neighborhood Partnership Program, the City promotes the development of neighborhood and homeowner associations and maintains regular contact with those associations. There are 85 associations currently registered with the City.

The department also manages the City's Strong and Sustainable Neighborhood Grant Program, which provides financial support for projects within neighborhoods. This umbrella program consists of both the Neighborhood Grant Program and the Gateway Grant Program that support beautification projects such as a gateway or identification signage, landscape improvements, and small-scale community-building projects. These matching grant programs foster a mutually beneficial partnership between neighborhoods and the City.

## *Library Services*

### SERVICES

In 1986, the cities of Bryan and College Station signed an interlocal agreement for Bryan to operate a branch library in College Station. College Station's first public library opened in 1987, and the present location opened in 1998. Together with the Carnegie History Center, the Bryan+College Station Public Library System was created, providing library services free of charge to all Brazos County residents.

Library Services provides programs for all ages including storytimes, book clubs, outreach with community partners, adult and child crafts, an English Conversation Circle, a Teen Advisory Board, an annual Summer Reading Program, and volunteer programs.

### FACILITIES

The College Station Public Library was renamed to Larry J. Ringer Library in 2004 to honor the former College Station mayor who was active in establishing the library in the City. Due to its expansive use and increase in visits and circulation, a bond was passed in 2008 to expand the library and construction began in 2018. After renovations and expansion, the library reopened in September 2019.

The Larry J. Ringer Library provides many services to the public including reference and readers advisory, physical materials circulation, digital materials circulation, device access troubleshooting, internet computers, printing/copying, tech tutorials, and themed displays. There are public spaces available for reservation including one large meeting/program room, two conference rooms, and five private study rooms.

### FUTURE NEEDS

The Larry J. Ringer Library nearly doubled in size from the expansion and renovation project and is well suited to meet future needs. Increases in collections budgets and personnel will be needed to support a growing population.



# *Fiber Optic Network*

## SERVICES

The City's fiber optic network includes approximately 80 miles of cable that is owned and maintained by the City. Virtually all the City's major communication systems including the telephone and computer networks, 800 MHz Trunk Radio Service, Utility Supervisory Control and Data Acquisition systems, Traffic Signals, and Wireless Networks depend on the fiber optic network service to function fully. As part of the Fiber Optic Loop Project, a fiber optic ring connecting all major City facilities was completed in 1999. Since that time, various cable spurs off the main ring and individual cable segments have been installed to add existing smaller sites, traffic signals, and new facilities as they have been built. Fiber optic network upgrades are incorporated into the five-year Capital Improvement Program to provide continued expansion and improvement to the network.

Several ultra-high-speed internet options are available in College Station, offering communications services that are vital to future growth. Ultra-high-speed internet provides download speeds of up to one gigabit per second (or 1,000 megabits) and has a positive impact on local economic development and enhancing the community's quality of life. Providers such as Suddenlink, and newcomers such as Frontier and MetroNet, provide ultra-high-speed internet connections which aid commercial users in enhancing their productivity and efficiency. College Station also leases unused or "dark" City-owned fiber optic cable to offer additional ultra-high-speed internet options.

## FACILITIES

There are approximately 40 discrete City buildings with fixed cabling infrastructure that support telephone, network, cable television, intercom, and two-way radio communications. This infrastructure is comprised of fiber optic cabling, copper network and phone cabling, and coaxial radio frequency cabling, with supporting equipment including racks, termination panels, cable management, power, and grounding.

## FUTURE NEEDS

Currently, the City's fiber optic infrastructure extends south to the State Highway 6 and William D. Fitch (SH 40) Parkway area and east to Lick Creek Park. Future fiber projects include a planned fiber route along William D. Fitch (SH 40) west to Wellborn Road (FM 2154) to complete the loop in the southern part of the City, increasing of the fiber count on the main city fiber ring and extending the fiber ring further out along Harvey Mitchell Parkway (FM 2818).

As the City continues to develop southward, additional fiber optic infrastructure will be needed to support the development of essential public facilities, such as additional fire stations and public schools. The presence of fiber optic infrastructure is essential in the location of future City facilities. The fiber network also serves to connect and provide backhaul for a planned implementation of wireless hot zones in various locations. There is also need for fiber to support video surveillance in select locations to serve as a force multiplier for public safety.

The City will continue collaborating with private internet providers to encourage growth of the fiber network and access to ultra-high-speed internet options for all College Station citizens.

# *General Municipal Administration*

## SERVICES

In addition to the various services previously discussed in this chapter, the City of College Station also provides the following external and internal services: City Internal Auditor, Legal, City Management, City Secretary, Fiscal Services, Human Resources, Information Technology, Municipal Court, Budget and Strategic Planning, Public Communications, Public Works, and Utility Customer Service. The City has a total of 995 full-time equivalent positions funded in the Fiscal Year 2021 budget.

## FACILITIES

The City owns and maintains several capital facilities and buildings required to perform the necessary administrative functions of the City. These are illustrated in **Map 7.1 Public Facilities**, and include:

- City Hall – 1101 Texas Avenue
- Economic Development & Tourism – 1207 Texas Avenue (as of 2022)
- Police Station – 800 Krenek Tap Road
- Parks Administration building – 1000 Krenek Tap Road
- Public Works buildings and storage yard – 300 Krenek Tap Road
- Municipal Court – 300 Krenek Tap Road
- Utility Customer Service – 310 Krenek Tap Road
- College Station Utilities – 1601 Graham Road
- Larry J. Ringer Library – 1818 Harvey Mitchell Parkway
- Lincoln Recreation Center – 1000 Eleanor Street
- Park facilities throughout the City including pavilions, park shelters, playing fields and courts, restrooms, concessions, playground equipment, pools
- Cemeteries and Cemetery shop – Texas Avenue, Raymond Stotzer Parkway
- Northgate Parking Garage – 209 College Main
- Northgate Surface Metered Parking – Church Street
- Northgate Promenade – Church Street
- Second Street Promenade in Northgate – Second Street
- Wolf Pen Creek Amphitheater and Greenroom – Holleman Drive/Colgate Drive
- Three Park Maintenance / Forestry Shops – Krenek Tap Road, Holleman Drive, Rock Prairie Road
- Carter Creek Wastewater Treatment Plant
- Lick Creek Wastewater Treatment Plant
- Three elevated water towers (as of 2022)
- Eight electrical substations
- Six fire stations – Holleman Drive (Fire Station No. 1), Rio Grande Boulevard (Fire Station No. 2), Barron Road (Fire Station No. 3), at Easterwood Airport (Fire Station No. 4 – owned by Texas A&M University System), William D. Fitch Parkway (Fire Station No. 5), and University Drive (Fire Station No. 6)



Public Facilities

- 1 NORTHGATE PARKING GARAGE
- 2 FIRE STATION #6
- 3 FIRE STATION #4\*
- 4 VISITOR'S CENTER, ECONOMIC DEVELOPMENT & TOURISM\*\*
- 5 CITY HALL
- 6 LINCOLN RECREATION CENTER
- 7 FIRE STATION #1
- 8 MEYER SENIOR & COMMUNITY CENTER
- 9 MUNICIPAL COURT
- 10 UTILITY CUSTOMER SERVICE
- 11 POLICE STATION
- 12 PARKS & RECREATION
- 13 CARTER CREEK WWTP
- 14 LARRY J. RINGER LIBRARY
- 15 FIRE STATION #2
- 16 COLLEGE STATION UTILITIES & MEETING & TRAINING FACILITY
- 17 FIRE STATION #3
- 18 ARTS CENTER\*\*\*
- 19 FIRE STATION #5
- 20 LICK CREEK WWTP

\* FIRE STATION #4 IS OWNED BY TEXAS A&M UNIVERSITY SYSTEM  
\*\* THE VISITOR'S CENTER, ECONOMIC DEVELOPMENT & TOURISM BUILDING WILL OPEN IN 2022  
\*\*\* THE ARTS CENTER IS OWNED BY THE ARTS COUNCIL OF BRAZOS VALLEY





## FUTURE NEEDS

As College Station's population continues to grow to the projected 162,500 by 2030, additional City employees will be needed to continue providing exceptional services and maintain appropriate personnel-to-population ratios.

College Station's previous City Hall was constructed in 1969 and expanded in 1979 and again in 1983. In response to College Station's substantial population growth throughout the years, various City facilities have been constructed across the City to accommodate the growing number of employees needed to provide and maintain services.

The decentralization of City facilities and its workforce has resulted in inefficiencies such as time and resource losses from travel between facilities and hampered communication between divisions and departments. As the number of employees has continued to grow to respond to the service level needs of a growing population, and as public participation in College Station has increased, it became clear that the City had outgrown its City Hall.

The City Council approved funding for a new City Hall in early 2018, located adjacent to the previous City Hall and directly across from Texas A&M University. The new site broke ground and construction began in March 2020. The new City Hall is over 79,000 square feet and houses more than 200 employees with room for growth, allowing multiple departments who were previously decentralized to unite, consolidate resources, and increase efficiencies. The site also serves as a community gathering place and contains public meeting spaces and an outdoor plaza. Once renovations of the adjacent 1207 Texas Avenue location are also completed (expected in 2022), this space will serve as a new Visitor's Center to welcome citizens, visitors, and students to our community and provide an additional community event space that opens to the City Hall plaza. These new facilities will allow the City to continue providing exceptional services to meet the needs of College Station citizens into the future.

## *Strategic & Ongoing Actions*

The actions listed below are aimed at implementing the goal of exceptional municipal facilities and services that meet community needs, contribute to community character, exhibit environmental stewardship and resiliency, support surrounding land uses, incorporates full life-cycle costs, and are coordinated and fiscally responsible. The actions include new, strategic items as well as ongoing efforts undertaken by the City.

### STRATEGIC ACTIONS

- 7.1 Prioritize utility and service improvements in existing areas.** Invest in infrastructure rehabilitation within the City's older areas to maintain their viability and attractiveness and encourage infill and redevelopment where appropriate.
- 7.2 Develop a comprehensive facilities plan.** The plan should meet the future space and functional needs of City employees, services, and the community.
- 7.3 Continue capitalizing on opportunities to achieve multiple community objectives through coordinated infrastructure projects.** Incorporate a measure in the Capital Improvements Program to weigh projects that achieve multiple objectives. Examples of coordinated infrastructure projects include road improvements, utility and drainage upgrades, sidewalk rehabilitation / installation / extensions, and streetscape enhancement.
- 7.4 Continue to build resiliency in municipal operations and services.** Ensure operations and services are resilient and adaptable to unforeseen circumstances, such as disaster or pandemic, and able to continuously meet community needs. Consider updating provisions in city plans and policies and develop incentive programs to better prepare for and adapt to abrupt changes or strained circumstances while simultaneously allowing for action in the face of uncertainty or unforeseen events.
- 7.5 Evaluate the utilization of community paramedicine.** Partner with regional health care providers and social services to evaluate community paramedicine. This is an emerging field that uses a comprehensive approach and integrated deployment model to connect underserved populations to underutilized medical, social, and safety services, helping to decrease strain on emergency rooms, hospitals, and first responders such as EMS, fire, and police.

### ONGOING ACTIONS AND POLICY DIRECTION

- 7.6 Continue to pursue recognition, credentials, and accreditations City-wide.** Continue to obtain national recognition for outstanding and innovative service in police, fire, emergency medical services (EMS), public safety communications, parks, water, public works, planning, and other areas.
- 7.7 Continue to sustain and grow emergency management preparedness.** In coordination with Brazos Community Emergency Operations Center and other regional partners, sustain and enhance emergency management efforts, partnerships, and funding levels to provide adequate resources, planning efforts, educational training, and appropriate technology to proactively plan for, respond to, and recover from emergency situations and disasters.
- 7.8 Continue using business intelligence, data analytics, and data visualization tools.** Utilize data and business intelligence solutions to inform policy decisions and provide efficient municipal services.



- 7.9 Continue to expand wi-fi to public buildings.** Expand existing public wi-fi services to additional facilities and consider partnership opportunities to establish a city-wide wi-fi network.
- 7.10 Update public service plans.** Continue to re-evaluate and update key public service master plans (water, wastewater, stormwater, drainage management, solid waste, electric, police, fire, EMS) on regular cycles or when necessary based on changing conditions. Ensure that these plans reflect long-term growth forecasts and support priority growth areas.
- 7.11 Utilize municipal service cost-benefit assessments in planning utility expansion.** The City should focus on areas that can be reliably and economically served within the City's capabilities. Consider an analysis of cost versus benefit when evaluating potential development agreements, municipal utility districts (MUDs) or annexation petitions.
- 7.12 Evaluate ways to reduce energy consumption.** Implement energy and resource conservation strategies in City facilities and all areas of municipal service provision.
- 7.13 Pursue and support local water conservation and reuse initiatives.** Utilize reclaimed and/or nonpotable water to irrigate City facilities where feasible.
- 7.14 Continue outreach and educational programs to reduce resource consumption.** Encourage residents, businesses, and local institutions to participate in solid waste reduction and recycling, energy efficiency, and water conservation programs. Create publicity campaigns to highlight the City's sustainability and resiliency efforts within public facilities.
- 7.15 Continue to implement best practices in meeting or exceeding State and Federal standards for stormwater management.** Implement the City's Stormwater Management Program (SWMP) in accordance with State requirements of the TPDES Municipal Separate Storm Sewer Systems (MS4) program to manage stormwater discharges to protect, preserve and improve area streams and waterways. Consider updates to better protect area creeks and bodies of water from the impacts of urban runoff.
- 7.16 Advance sound floodplain management practices.** Reduce the risk and impacts of flooding, adhere to higher development standards, and limit long-term infrastructure costs through continued implementation and refinement of the City's Flood Ordinance (including No Adverse Impacts) and participation in FEMA's Community Rating System (CRS) program.
- 7.17 Continue to meet or exceed State and Federal water quality standards for drinking water sources.** Continue phased expansion of water supply resources and associated production capabilities to meet shorter-term peak demands, as well as forecasted longer-term needs.
- 7.18 Continue to keep wastewater collection and treatment capacities ahead of demand.** Continue phased expansion of the existing wastewater system to comply with all regulatory permits, standards, and requirements that meet shorter-term peak demands, as well as forecasted longer-term needs.
- 7.19 Continue coordinated electric planning along with area partners.** Ensure adequate and reliable supply to serve anticipated growth and maintain College Station Utilities' capability for rapid response to system outages.

- 7.20 Design high-quality public facilities that reflect the character of their surroundings.** Ensure these buildings, facilities and improvements blend into existing areas and help establish an identity and quality standard for newly developing or redeveloping areas of the City.
- 7.21 Design City facilities and infrastructure to incorporate sustainable and resilient practices.** Consider design features such as stormwater management, water conservation and reuse, native or adapted plantings, or building design features that conserve energy and natural resources.
- 7.22 Provide public safety facilities to maintain adequate service and response times.** Monitor response times and safety service needs as growth occurs; use data and national standards to make decisions about service investments.







## 8 MANAGED GROWTH

*As College Station continues to develop it will face opportunities and challenges associated with managing growth. Since the adoption of the 2009 Comprehensive Plan, the City's population surpassed 100,000 people in January 2014. The milestone allowed the City to extend its Extraterritorial Jurisdiction (ETJ) to five miles beyond City limits and this change was made in July 2018. This resulted in further ETJ expansion into Brazos, Burleson, and Grimes counties. Due to annexation law limitations enacted by the Texas legislature in 2019, the City anticipates minimal outward growth of the city limits in future years. A renewed emphasis on infill and redevelopment opportunities will be increasingly important as the City absorbs and manages continued population growth and becomes denser in appropriate areas.*





College Station faces major investments in water and wastewater infrastructure in coming years to keep pace with increased population and infill growth. Along with traffic and drainage challenges, this is but one example of the capacity considerations that must be anticipated to plan effectively for projected growth.

This photo shows the construction of a new water tower near Highway 6 and Rock Prairie Road.

## *Goal*

Fiscally responsible and carefully managed development that is aligned with growth expectations and the ability to provide safe, timely, and efficient infrastructure and services.

## *Purpose*

The purpose of this chapter is to establish the necessary policy guidance and associated strategic actions to enable the City of College Station to manage its ongoing physical growth and development in a sensible, predictable, and fiscally responsible manner. It highlights the need to encourage additional infill development, accommodate increased population in denser areas, pursue strategic development agreements or annexations, and manage growth in the ETJ.

The preparation of this chapter involved examining College Station's growth history, projected growth trends, and tools used to manage growth. The chapter outlines options the community should consider to ensure the benefits of growth are not offset by increased traffic congestion, loss of valued open space, or other impacts that adversely affect residents' quality of life and the local business environment.

## *Background*

Growth management is critical to the City's long-term viability and involves managing infill and redevelopment opportunities along with limited outward growth. A municipality has a responsibility to its residents and tax payers to ensure a growth pattern that makes good financial sense, particularly in terms of the infrastructure investments needed to keep pace with growth. Effective growth management can prevent roads, utility infrastructure, and public facilities from becoming overloaded by a scale and intensity of development that cannot be served safely and effectively. It can also serve to promote sustainability principles by guiding growth and development to targeted infill areas, thereby maximizing the efficiency and effectiveness of the City's infrastructure network.

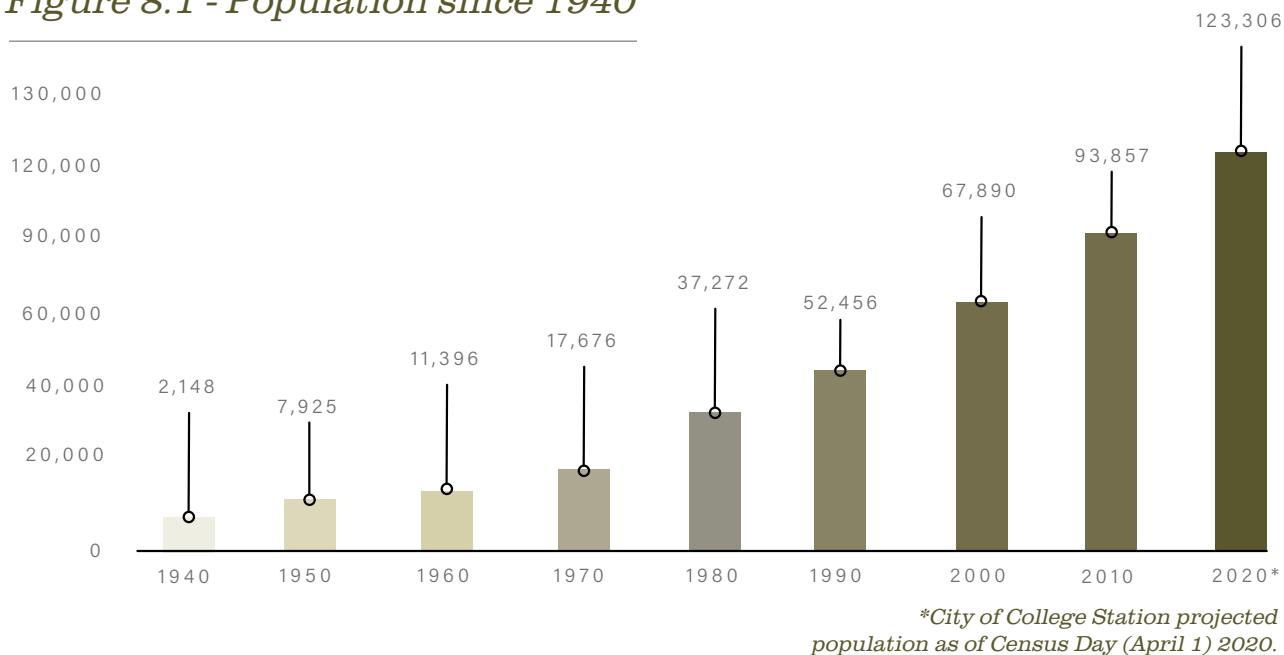
## PAST GROWTH PATTERN

Over the last eight decades, College Station has experienced rapid population growth. Since 1980, the average rate of growth per decade is approximately 34%. As the scale of the community increased, its growth rate naturally became more moderate (41% in the 1980s and 29% in the 1990s), although the additional population and development in each decade remained significant. The growth rate in the past two decades has remained strong, with 38% growth between the 2000 and 2010 Census, and 31% growth between the 2010 Census and the City's projected population as of Census Day (April 1) 2020. The finalized 2020 Census results have not been released as of publication date of this 10-year plan update. **Figure 8.1 Population since 1940** depicts population growth since the City's founding.<sup>1</sup>

### *Purpose of the Extraterritorial Jurisdiction (ETJ)*

As a Home Rule municipality (greater than 5,000 population and with its own City Charter), College Station has some authority over a larger unincorporated planning area, beyond its current city limits, that is known in Texas as the "Extraterritorial Jurisdiction," or ETJ. In Chapter 42 of the TEXAS LOCAL GOVERNMENT CODE, the Texas Legislature declares it to be State policy that ETJs be created around cities so that municipal governments can "promote and protect the general health, safety, and welfare of persons residing in and adjacent to" the City limits.

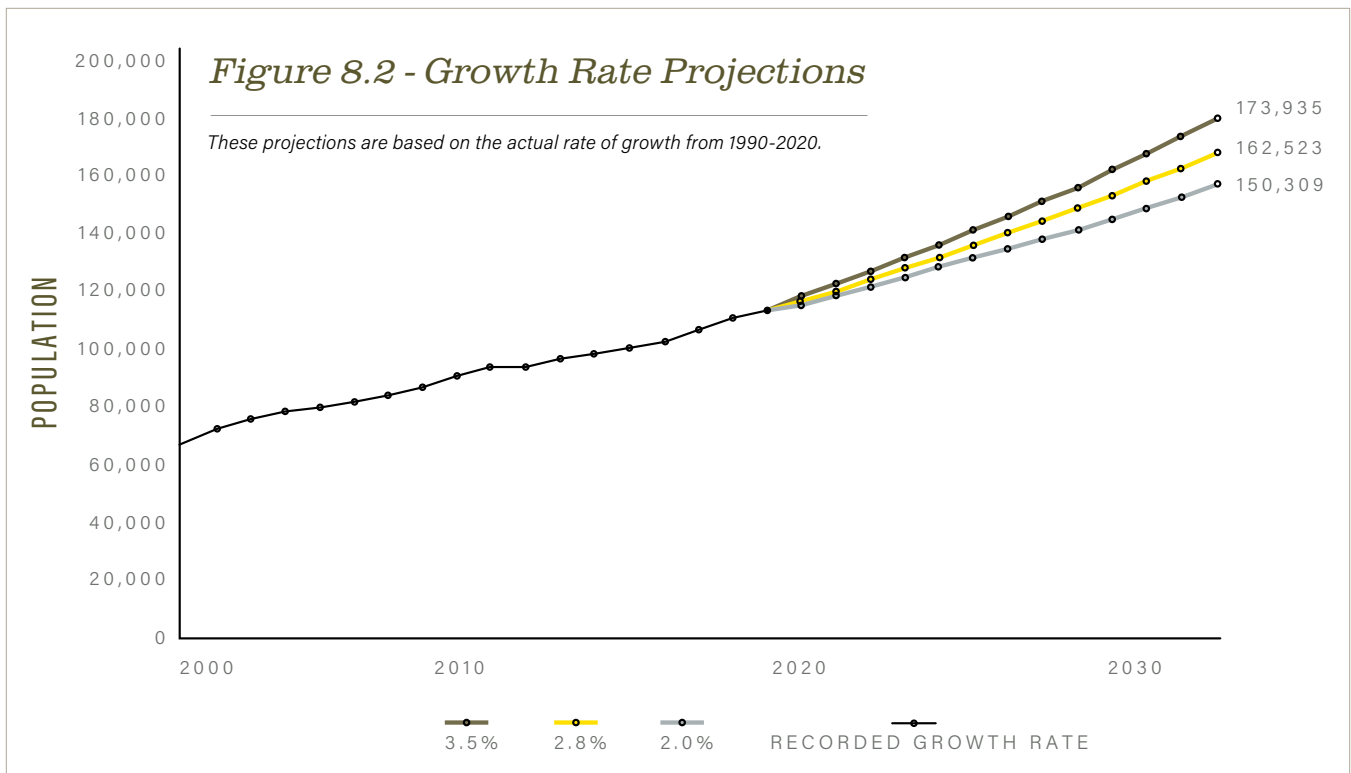
*Figure 8.1 - Population since 1940*



In 2009, this comprehensive plan forecasted a population of 134,000 by 2030. Based on current City projections, the population as of Census Day 2020 was already 123,306. Due to a faster pace of growth than originally projected, the City now anticipates a population of 162,500 by 2030 based on a 2.8% annual growth rate, as shown in **Figure 8.2 Growth Rate Projections**.<sup>2</sup> Additional discussion of future projections can be found in the Future Land Use section of this chapter.

<sup>1</sup>City of College Station Planning & Development Services

<sup>2</sup>City of College Station Planning & Development Services



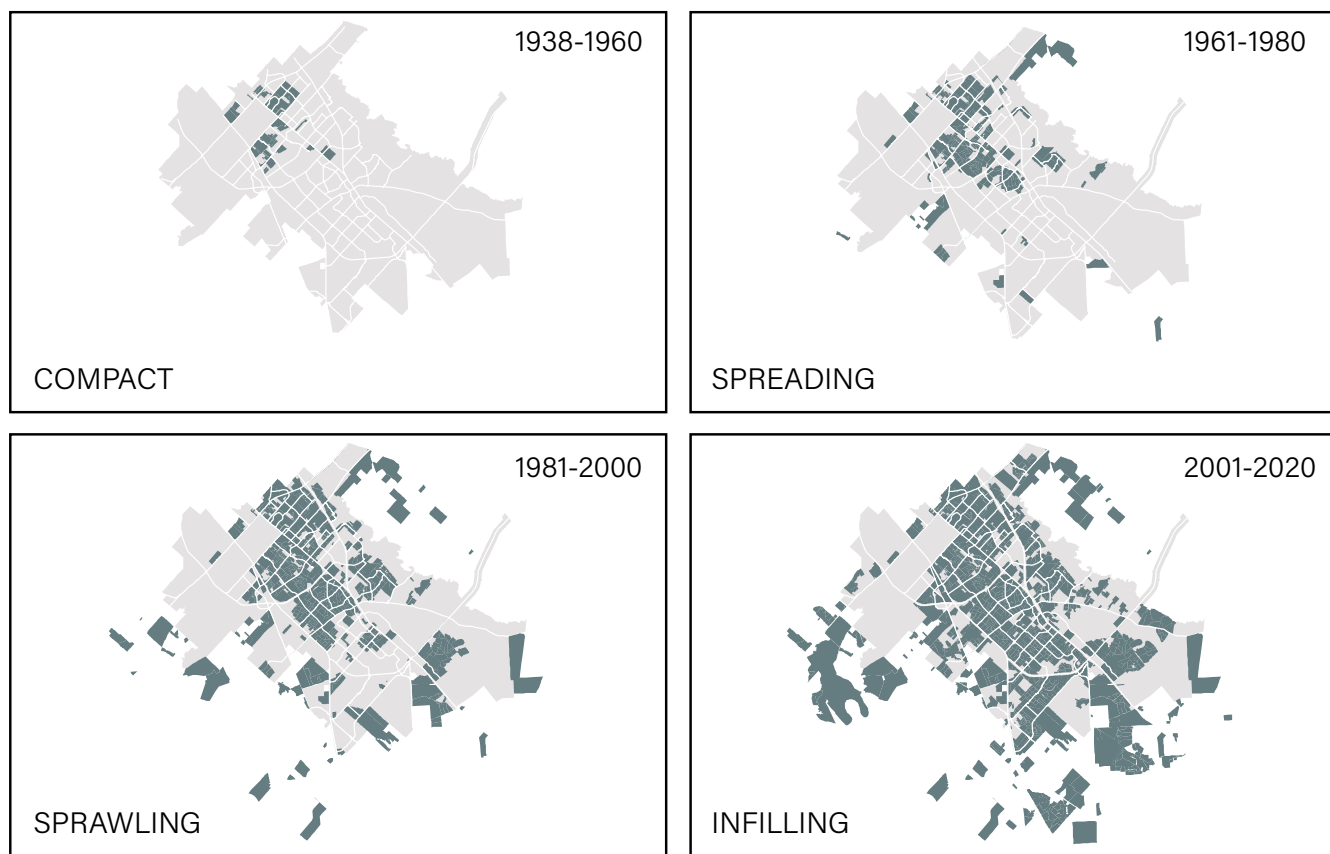
College Station's increase in population and corresponding employment growth is a positive indicator of the City's economic competitiveness and stability. While attracting and sustaining economic development is a primary goal, the community must also consider ways to maximize the fiscal benefits associated with additional development. The physical growth pattern of the City and the efficient provision of City services are key factors in this consideration. The rapid growth of Texas A&M University enrollment has continued to be a significant contributor to the City's population growth.

As displayed in **Figure 8.3, Increasing Development Fragmentation**, since the 1970s the form of development in and around College Station has become progressively scattered. This is partly due to the location of floodplains and other physical constraints. However, the trend of peripheral growth within the city limits and the surrounding ETJ is long-standing. Development began to scatter in the 1980s and has increasingly sprawled outward since. Continuation of this growth pattern will become increasingly problematic due to the challenges associated with providing cost efficient City services and infrastructure to expanding areas.

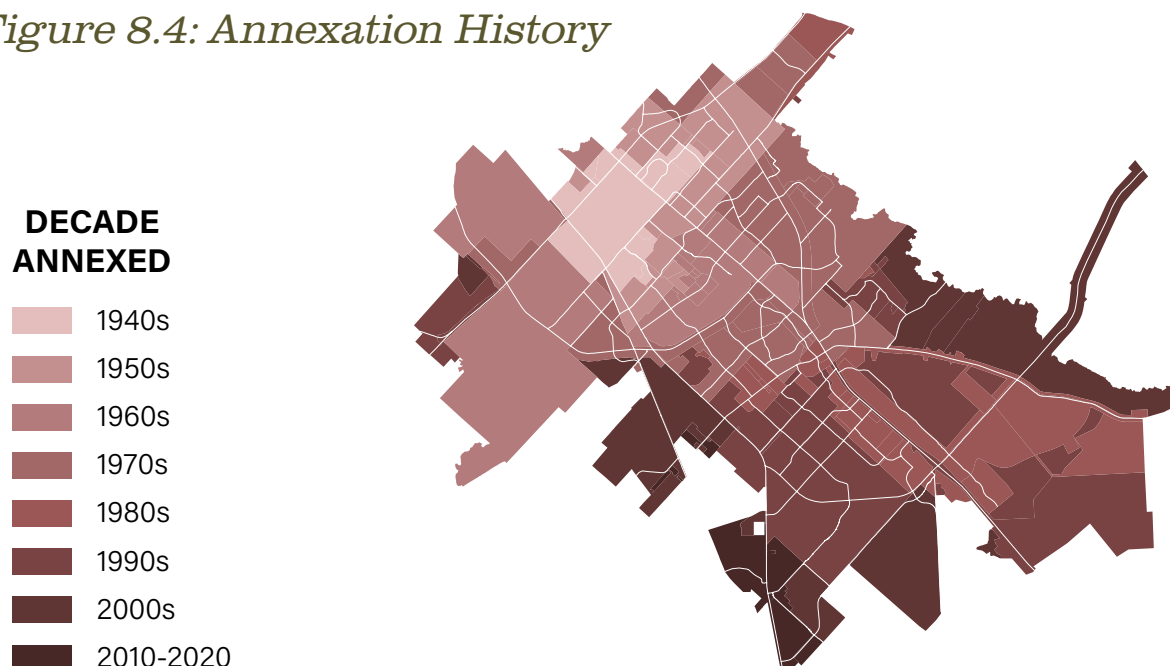




*Figure 8.3: Increasing Development Fragmentation*



*Figure 8.4: Annexation History*



Since being incorporated in 1938, the City of College Station has actively annexed property into its city limits, as depicted in [Figure 8.4, Annexation History](#). The City currently contains 51.2 square miles, as of the most recent annexation in 2019. Looking forward, the City anticipates minimal outward growth of the city limits in future years due to changes in annexation law made during the 86<sup>th</sup> session of the Texas Legislature in 2019.

## *Planning Considerations*

### **GROWTH MANAGEMENT**

Growth management represents a key opportunity for College Station to influence the timing, pattern, and quality of development through a variety of tools at the disposal of Texas municipalities. There are also State-imposed limitations that restrict the City's ability to guide growth in the ETJ, and urban type development at the City's edge has been an ongoing challenge. There is the allure of country living in locations that are detached from other development – a real market factor that must be recognized and accommodated when identifying future growth areas. It is important to note that recent ETJ platting activity has prepared the way for substantial numbers of residential lots regardless of future actions to manage growth. The City does not have zoning or land use controls in the ETJ but does regulate the subdivision of land in tandem with Brazos County. The City's Unified Development Ordinance requires a minimum one-acre lot size to allow for septic systems and prevent intense densities in the ETJ.

#### *Annexation*

Annexation is a tool for cities to extend land development regulations – particularly zoning – to manage growth and land use to implement the comprehensive plan. Subsequently, annexation also extends the City's ETJ boundaries, enabling it to regulate the subdivision of land over a larger area.

Annexation powers have routinely come under attack. After the 86th session of the Texas Legislature in 2019, cities lost the ability to unilaterally annex territory. House Bill 347 changed the way cities can annex, essentially requiring consent by the residents and/or property owners within the potential annexation area. Moving forward, cities may annex in four ways: 1) consent exempt annexation, 2) annexation on request of the landowner, 3) annexation by petition of an area with a population of less than 200, and 4) annexation of an area with a population of 200 or more by election and possibly petition. A few exceptions include areas with strategic partnerships such as Municipal Utility Districts (MUDs).

#### *Municipal Utility Districts (MUDs)*

The City adopted a Municipal Utility District (MUD) policy in January 2014 to establish

#### *What are Municipal Utility Districts (MUDs)?*

A Municipal Utility District (MUD) is a political subdivision authorized by the Texas Commission of Environmental Quality (TCEQ) to provide water, sewer, drainage, and/or other municipal services within its clearly defined boundaries. These political subdivisions are recognized as taxing entities by the State of Texas to raise funds within its boundaries to pay for the costs of providing the municipal services.

#### *How does a MUD work?*

The publicly elected Board of Directors manages and controls the affairs of the MUD subject to the continuing supervision of TCEQ. The Board establishes policies in the interest of its residents and utility customers. A MUD may adopt and enforce all necessary charges, fees, and taxes to provide district facilities and service.

#### *How is a MUD created?*

A majority of property owners in the proposed district petitions TCEQ to create a MUD. The TCEQ evaluates the petition, holds a public hearing, and grants or denies the petition. After approval, the TCEQ appoints five temporary members to the MUD Board of Directors, until an election is called to elect permanent Board members, to confirm the MUD's creation, and to authorize bonds and taxing authority for bond repayment.



City Council authority over the creation, operation, and dissolution of MUDs within the city limits or its ETJ. MUDs can be a tool used in financing, constructing, and operating quality water, wastewater, and drainage facilities because they allow the developer and future property owners to absorb the costs and pay for them over time. MUDs help manage growth in the ETJ by allowing development to occur in a planned manner and providing a means to finance the needed infrastructure. MUDs typically include a development agreement with the City that outlines development standards that would not typically apply in the ETJ absent an agreement.

College Station currently has two Strategic Partnership Agreements — one for Brazos County Municipal Utility District No. 1 (Southern Pointe), and one for Brazos County MUD No. 2 (Millican Reserve). Southern Pointe is projected to have nearly 2,000 single-family lots on 553 acres. Millican Reserve is projected to have approximately 1,900 single-family homes on 2,354 acres. Both agreements define how the City may annex these territories in the future when they are substantially developed and infrastructure costs have been reimbursed to the developers. In the case of Millican Reserve, the agreement also details how the City may annex for limited purpose. Strategic partnerships with utility and development agreements will likely remain a viable annexation option for College Station, with evaluation and negotiations to be made on a case-by-case basis. The importance of and use of strategic development agreements may increase in future years due to annexation limitations.

## SPRAWL & ITS IMPLICATIONS

Sprawl is a spread-out or leap-frog development pattern which blurs the urban edge and intrudes, often in a haphazard way, upon the low intensity nature of the rural landscape. To the extent that some ETJ developments around College Station involve suburban and even urban intensities, the growth management challenge becomes even greater for the City. For ETJ residents who may choose a more remote living location compared to city living, the erosion of rural character from dense piecemeal development impacts their investment and day-to-day quality of life.



There are several reasons why growth has occurred on the fringes within College Station city limits and the ETJ, such as:

- An attraction to the open, rural landscape often found at the City's edges
- Land is generally less expensive due to the absence of public infrastructure and improvements, which equates to cheaper development costs
- Property in the ETJ is not subject to City ad valorem taxes; therefore, residents and businesses outside the city limits benefit from access to municipal facilities and services such as streets, parks, trails, libraries, and other community facilities, but do not share equitably in the tax burden associated with constructing and maintaining those facilities and services
- General ease of greenfield development and approvals within the ETJ, particularly since many City development regulations do not apply including land use controls, density, the number and size of buildings, and building standards or permits
- Availability of water from other providers (Wellborn Special Utility District and Wickson Creek Special Utility District), allowing development to access public water that meets TCEQ standards without requiring connection to the City's utility system
- Allowances and limitations within the City's Unified Development Ordinance (UDO) related to sprawling development patterns, such as:
  - The R Rural zoning district allows a minimum lot size of two-acres and average lot size of three-acres, meaning that residences utilizing on-site sewer treatment systems are permitted; although this district is not actively used, its availability as a zoning option can contribute to development fragmentation
  - The UDO contains a relatively large number of use-based zoning districts, meaning a zone change is often necessary to respond to a shift in the market, which adds process, delays development, and can serve as a disincentive for development to occur within the City rather than the ETJ, where zoning does not apply
  - Limited incentives to encourage certain development types, such as allowing increased density in exchange for development clustering with the provision of open space to promote a rural development environment within the city limits rather than necessitating ETJ development to achieve this character type

### *Implications of Sprawl*

While College Station's growth pattern has created opportunities, without adequate foresight and preparation it may yield undesirable consequences, including:

- Erosion of a defined community edge, thereby blurring boundaries and contributing to a loss of community identity and proliferation of uses extending well beyond the city limits
- Degradation of environmental resources such as floodplains, wetlands, habitat, and vegetated areas due to cumulative impacts from urban stormwater runoff (increased drainage volumes and velocities) and non-point source pollution of area streams and watercourses

- Degradation of air quality from increased vehicular exhaust containing greenhouse gas pollutants that contribute to a changing climate, along with increased heat island effect due to increased infrastructure and development
- Increased commuting times and congestion as residents travel relatively longer distances to reach work, schools, places of worship, shopping, services, recreation, and entertainment destinations
- Premature shifts in traffic patterns, causing congestion and environmental impacts, as development occurs in an uncoordinated fashion before adequate mobility infrastructure is in place
- Increased demands on public infrastructure (e.g., roads, water, and wastewater systems) and services (e.g., police and fire protection, parks, libraries, and schools), in some cases creating unsafe conditions
- Inefficient provision of services, meaning a larger investment in infrastructure systems with fewer than the optimal number of connections/users to pay for them
- The potential for disinvestment in older areas of the community as new development continues to occur on the periphery

## GROWTH CAPACITY

This section provides an evaluation of the City's future land use assumptions and municipal services in terms of their ability to accommodate the population growth expected within the next 10 years. It also discusses tools to manage growth at the City's edge and within the ETJ.

### *Future Land Use*

A discussion of growth management and capacity would be incomplete without an analysis of population projections and land uses programmed within the updated the **Future Land Use & Character Map**.

The City has maintained an average annual growth rate around 2.8% for the last decade and 3.0% over the two-decade period from 2000 to 2020.<sup>3</sup> This plan anticipates a population of approximately 162,500 by 2030. Texas A&M University's increasing student enrollment continues to be a significant driver of this growth. The **Future Land Use & Character Map** identifies land uses capable of accommodating an ultimate build-out population of approximately 196,000 within the current city limits. Planning for land uses capable of accommodating a larger population than is currently projected for the City provides a margin of error and allows for market flexibility.



Providing balanced land uses, housing options, mobility choices, infrastructure investments, and quality of life amenities will be critical to serving a growing and diversifying population.

As a part of the 10-year update to this plan, staff from the Planning & Development Services and Water Services departments worked in tandem to ensure the updated land uses depicted in the **Future Land Use & Character Map** were incorporated into updated models for future water, wastewater, and transportation needs. These updated models were used to estimate needed infrastructure upgrades and the associated costs to the City necessitated by population increases and future development.

It will be important to continue monitoring growth trends, including enrollment increases at Texas A&M University, to anticipate and plan for growth. The City should also evaluate and react to market conditions, and potentially find new ways to incentivize development, infill, and redevelopment in appropriate areas. Nationally, there is expected to be continued demand for walkable, integrated, mixed-use districts and the City should encourage infill and redevelopment opportunities to support this type of development. There are many existing underutilized areas where infill and redevelopment could create more viable and vibrant places. While some of these areas were defined in previous iterations of the **Future Land Use & Character Map**, redevelopment activity has been slower than expected. The 10-year update to this plan builds upon and further expands these priority areas for redevelopment opportunities. The pace of redevelopment is largely dependent on local economics and physical conditions, but City investments or policies can influence and incentivize redevelopment potential. The City must prioritize proactive infrastructure investments and programs in strategic redevelopment and infill areas to catalyze redevelopment activity, promote more efficient use of infrastructure, and support the City's environmental resiliency goals.

There are growth opportunities on the City's edge, but also challenges with providing well-timed infrastructure improvements that support long-term financial wellbeing for the City. Also, it may be cost prohibitive to provide utility services in some areas, particularly on the City's southwestern edges. The City must be strategic with its future investments in infrastructure, facilities, and services. With limited incentives for annexation in the City's ETJ, it is more challenging for the City to expand its boundaries. The City will need to continue, and potentially increase, utilizing other growth management tools, such as development agreements and MUDs, to strategically manage growth pressures in the ETJ.

### *Annexation and Development Agreement Priorities*

Following the acceptance of the 5-year Comprehensive Plan Evaluation and Appraisal Report in 2015, an Annexation Task Force was assembled to review the City's annexation priorities. The Task Force, comprised of three City Council members and three Planning & Zoning Commissioners, met for several months to evaluate the City's annexation strategies and priorities and provided recommendations. Considering the annexation changes by the Texas Legislature in 2019, the following Task Force recommendations remain relevant:

- Should the State continue to limit the City's authority to unilaterally annex property, pursue strategies to minimize the impacts of such action
- Utilize non-annexation development agreements in a strategic manner to reserve undeveloped or underdeveloped areas for future growth
- Evaluate the costs and benefits of annexing areas currently under non-annexation development agreements on a case-by-case basis as they expire
- Closely coordinate the City's ETJ extension with Brazos, Burleson, and Grimes counties. Maintain interlocal agreements to address plat review for overlapping ETJ areas as appropriate.

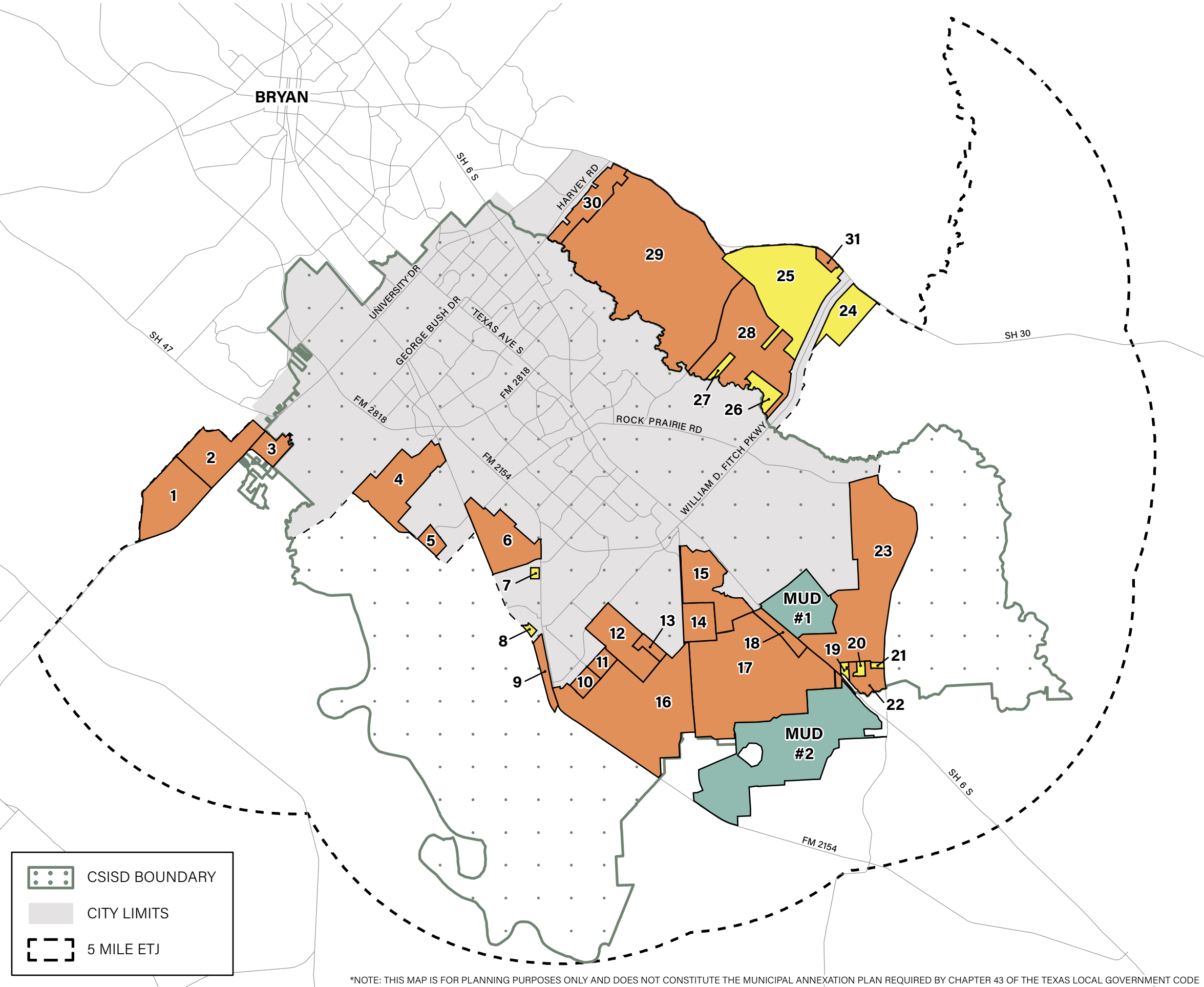


There are many important considerations in prioritizing potential areas for well-managed outward growth, whether through the now-limited annexation options or strategic development agreements. Displayed in **Map 8.1 Priority Annexation Areas** and the accompanying **Table 8.1 Annexation Considerations** are priority annexation or expansion areas within the College Station ETJ. The map is color-coded to indicate areas currently under non-annexation development agreements, priority areas for annexation consideration, and existing MUDs. Annexation can be initiated by any of the four ways allowed through current annexation law: 1) consent exempt annexation, 2) annexation on request of the landowner, 3) annexation by petition of an area with a population of less than 200, and 4) annexation of an area with a population of 200 or more by election and possibly petition. These priority annexation areas are also candidates for potential strategic development agreements such as MUDs.

Prioritization considerations include:

- Whether the area is contiguous to developed areas within the current city limits, which contributes to orderly growth progression – and may also involve compatibility concerns if unzoned ETJ development is out of character with nearby City areas
- Whether City utilities have planned service extensions or expansions into the area or are within close proximity and could readily and feasibly be extended as demands warrant – whether the City prefers to be the service provider in particular areas experiencing development pressures
- Whether the area is still largely vacant or has already developed at a rural or suburban intensity – or is destined for such development through prior platting and land planning activity (depending on market timing and ultimate owner/developer intentions)
- Whether any significant commercial development has already occurred – possibly in a haphazard, strip development fashion – which detracts from development quality and community appearance at gateway locations
- Whether the area is constrained for significant development by floodplain or other factors, and whether there is much development potential beyond a current rural residential pattern
- Whether current or future key transportation corridors traverse the area, making land use management along such corridors imperative to long-term transportation flow and safety
- Whether other strategic considerations come into play in areas that might not otherwise be attractive for near term annexation, such as areas along major corridors that serve as current or future gateways into the City, protection areas for key assets (e.g., water supply, airport), or areas that may also be attractive to other jurisdictions for potential annexation





*Priority  
Annexation  
Areas*

- PRIORITY ANNEXATION AREAS
- NON-ANNEXATION AGREEMENTS
- MUDS

\*NOTE: ANNEXATION AREAS ARE NOT INTENDED TO BE  
PARCEL SPECIFIC

- CSISD BOUNDARY
- CITY LIMITS
- 5 MILE ETJ

\*NOTE: THIS MAP IS FOR PLANNING PURPOSES ONLY AND DOES NOT CONSTITUTE THE MUNICIPAL ANNEXATION PLAN REQUIRED BY CHAPTER 43 OF THE TEXAS LOCAL GOVERNMENT CODE

Table 8.1 - Annexation Considerations

PRIORITY SUBAREA	LABEL	1	2	3	4	5	6	7	8	9	10	11
Current Development Agreements	7			•	•					•		•
	8			•	•					•		•
	9	•		•						•		
	11			•						•		
	19	•								•		
	20	•								•		
	21	•								•		
	24	•					•					
	25	•			•		•				•	
	26	•			•		•				•	
	27	•			•		•				•	
Priority Annexation Areas	1	•					•				•	
	2	•		•							•	•
	3	•			•							
	4		•	•	•			•	•	•		
	5				•			•		•		
	6		•		•			•		•		•
	10	•								•		
	12		•		•			•		•		
	13		•		•			•		•		
	16	•								•		
	14	•	•		•			•	•	•		
	15	•	•		•			•	•	•		
	17	•	•		•			•	•	•		
	18	•	•		•			•	•	•		
	22	•										
	23	•			•		•			•		
	28	•			•		•				•	
	29	•			•		•				•	
	30	•			•							•
	31	•			•		•				•	

1. Provides control of gateway frontage
2. Provides moderate to significant revenue (property and/or sales tax)
3. Provides undeveloped or underdeveloped area for future growth
4. Area adjacent to the City on two or more sides
5. Preserves existing character
6. Protects part (or all) of area from future development

7. Health and life safety concerns (building and fire code enforcement, emergency response, etc.)
8. Part of area currently served by City sanitary sewer with capacity to handle new development
9. Located within CSISD
10. Provides potential location for business parks
11. Transportation infrastructure already provided



## EXTRATERRITORIAL JURISDICTION STRATEGIES

There are many strategies for managing the pattern and timing of development in the ETJ, ranging from simply minimizing the impacts of growth without affecting the pattern to strictly controlling growth. Texas law does not provide cities with the means to entirely prevent sprawl, therefore, it is wise for the City to consider the ways in which it can exert more influence over the direction and timing of development that it ultimately may serve. Given College Station's past development pattern and projected growth trends, the City's growth management approach in the ETJ should focus on the following areas:

- Use annexation or development agreements in a strategic fashion
- Expand the City's certificate of convenience and necessity as appropriate in concert with annexation or development agreement activity
- Adhere to the City's utility extension policy while working to enhance it
- Effectively utilize the City's Municipal Utility District policy
- Coordinate future Thoroughfares in the ETJ with the Bryan-College Station Metropolitan Planning Organization (MPO)
- Strengthen health and safety components of the subdivision regulations

## INFRASTRUCTURE NEEDS

### *Water*

Basic water supply is a finite resource that requires sound stewardship to ensure its continued availability in support of a community's growth and public health and welfare. College Station Water Services is the primary water provider in College Station and is responsible for providing safe drinking water, irrigation water supplies, and water for fire protection services for customers within its certificated area. Water Services maintains a **Water Utility Master Plan** that is updated on a routine cycle to ensure adequate and reliable service is maintained to the system customers. The master plan identifies future improvements needed to meet the anticipated build-out demands from future infill growth.

**Chapter 7: Exceptional Services** and the **Water Utility Master Plan** further detail services, future needs, and strategic actions related to water services.

### *Wastewater*

Wastewater collection and treatment is fundamental to protect the health, safety, and welfare of the public, as well as many different ecosystems. College Station Water Services is the primary wastewater service provider in College Station and is responsible for the collection and acceptable treatment of domestic and commercial sewage from customers within its certificated area. Water Services



maintains a **Wastewater Utility Master Plan** that is updated on a routine cycle to ensure adequate and reliable service is maintained to system customers. The master plan identifies the need for future improvements needed to meet the anticipated build-out demands from future infill growth.

**Chapter 7: Exceptional Services** and the **Wastewater Utility Master Plan** further detail services, future needs, and strategic actions related to wastewater services.

## *Electricity*

College Station Utilities (CSU) is the primary electric provider in College Station, serving more than 44,000 customers and providing street and thoroughfare lighting within its certificated area. CSU maintains an **Electric Utility Master Plan** that is updated as areas develop or redevelop to ensure adequate and reliable service is maintained to the system. The master plan identifies the need for one additional electrical substation to meet the anticipated build-out demand to meet future loading and reliability needs within the CSU service territory.

**Chapter 7: Exceptional Services** and the **Electric Utility Master Plan** further detail services, future needs, and strategic actions related to electric service.

## *Mobility*

Another challenge confronting College Station involves congestion and safety issues resulting from increased traffic on area roadways. Stresses on portions of the mobility system are already occurring at peak times and are likely to worsen overtime. This stress is due, in part, to the limitation of major corridors, existing and spread-out development patterns, and the traffic generated by the Texas A&M University campus. It is difficult for any community to build its way out of congestion problems. Investments must be made in alternative mobility options including transit, bicycle, and pedestrian infrastructure, along with additional capacity and intersection upgrades.

One anticipated outcome of the 2020 Census is that the Bryan-College Station metropolitan area will reach a population over 200,000, at which point, the region will receive less Federal funding for transit service. As the financial burden for mobility improvements in Texas are increasingly falling on local communities, the City and its regional partners must plan accordingly to fund infrastructure improvements.

The City's physical development pattern has a significant impact on congestion and future mobility needs. The City can maximize the use of existing infrastructure by encouraging infill development in lieu of allowing future development to occur on the periphery. A more compact development pattern, with increased density and mixing of uses in appropriate locations, reduces the growth in total vehicle miles traveled by generating more walking, bicycling, and transit ridership and reducing the length of many routine trips.

While mobility issues will continue to be a challenge, carefully planned growth, a thoroughfare system incorporating multi-modal mobility, and smart use of limited financial resources should place the City in a position to accommodate the needs of the additional population anticipated during the life of this plan.

**Chapter 6: Integrated Mobility** which contains the City's **Thoroughfare Plan**, along with the **Bicycle, Pedestrian, and Greenways Master Plan** detail specific needs and strategic actions related to mobility.

## MUNICIPAL SERVICES

### *Solid Waste*

The City of College Station partnered with the City of Bryan in 1990 to create the Brazos Valley Solid Waste Management Agency (BVSWMA), which manages the Twin Oaks Landfill — a Subtitle D landfill that became operable in 2010. The facility is located off State Highway 30 in Grimes County and has an air space capacity of roughly 33 million tons of waste, with an expected life of 37 years.

The City is committed to environmental stewardship and waste reduction through recycling, education, and outreach. The recycling program and clean green activities are designed to help reduce the amount of solid waste deposited into the landfill. As the City grows, as will the need for programs promoting sustainability.

**Chapter 7: Exceptional Services** further details services, future needs, and strategic actions related to solid waste and recycling.







## *Police*

College Station Police Department operates out of a new station on the corner of Dartmouth Street and Krenak Tap Road that was constructed to allow for many years of growth. The nature of policing places response units in the field, therefore, the need for satellite offices due to projected growth is not likely. The department's Community-Oriented Policing philosophy requires small, manageable beats to be formed and maintained where staff is held to a high level of geographical accountability for successful outcomes. Maintaining adequate staffing to fulfill these geographic demands is vital. As College Station continues to grow, the Police Department will need to continue monitoring growth trends and plan accordingly. It is anticipated that the Police Department will continue to add the necessary staff to serve the future population as projected by this plan.

**Chapter 7: Exceptional Services** further details services, future needs, and strategic actions related to Police.



## *Fire, Emergency Medical Services (EMS), and Emergency Management*

College Station Fire Department (CSFD) provides prevention, suppression, advanced life support emergency medical services (EMS) and transport, community risk reduction programs, health and fire safety education, emergency management, and special operations. CSFD currently operates six stations with plans underway for a seventh beginning construction in 2023. Current and short-term department needs are published in the annual city budget, including a schedule for additional personnel, equipment, and facilities. CSFD maintains a three-year strategic plan that ties into the City Council Strategic Plan. Overall, it is anticipated that the Fire Department will continue to add the necessary staff and facilities to serve the future population projected by this plan.

**Chapter 7: Exceptional Services** further details services, future needs, and strategic actions related to Fire, EMS, and Emergency Management.

## *Strategic & Ongoing Actions*

The actions listed below are aimed at implementing the overall goal to ensure fiscally responsible and carefully managed development that is aligned with growth expectations and the ability to provide safe, timely, and efficient infrastructure and services. The actions include new and strategic items as well as ongoing efforts undertaken by the City.

### STRATEGIC ACTIONS

- 8.1 Prioritize proactive infrastructure investments and programs in strategic redevelopment and infill areas.** Invest in the necessary infrastructure to increase redevelopment potential or to catalyze redevelopment activity in areas identified in the Future Land Use & Character Map or in district plans. Concentrating development and services within target areas promotes efficient use of infrastructure and supports environmental resiliency goals.
- 8.2 Amend the zoning map and consider regulatory incentives to encourage infill and redevelopment.** Apply targeted zoning strategies in designated Redevelopment Areas identified on the Future Land Use & Character Map. Review the effectiveness of the Redevelopment District (RDD) overlay zoning and consider updating provisions in the Unified Development Ordinance to incentivize infill and redevelopment.
- 8.3 Re-envision underutilized retail uses and incentivize redevelopment and/or reuse of vacant buildings and properties.** Monitor national trends in the evolving retail sector or other sectors and continue to seek redevelopment and revitalization opportunities for vacant or underutilized sites, particularly large retail and big-box sites.
- 8.4 Evaluate the utilization of impact fees that provide revenues to support infrastructure demands.** Consider the need to amend impact fees to promote the city's long-term fiscal strength.

### ONGOING ACTIONS AND POLICY DIRECTION

- 8.5 Evaluate and revise the Water/Sanitary Sewer Extension Policy.** Evaluate the City's service area for sanitary sewer (the Certificate of Convenience and Necessity boundary) and extend into the Extraterritorial Jurisdiction in an incremental and carefully timed manner when it meets defined growth management objectives. Ensure that extensions to water/sewer utilities and service areas are consistent with the Future Land Use & Character Map, the City's utility master plans, and the multi-year Capital Improvement Plan.
- 8.6 Conduct fiscal impact analyses.** Analyze development patterns at a City-wide level to determine the true costs associated with various development types, including unfunded service costs, to provide decision makers with the best available information to ensure the City's long-term fiscal sustainability. In addition, utilize financial modeling to evaluate the cost-to-serve for annexation requests, MUDs, and development agreement areas.
- 8.7 Continue the City's Oversize Participation practice, where appropriate.** Continue providing funds for potential oversize participation to reduce future infrastructure costs.
- 8.8 Use available tools to strategically manage growth pressure in the ETJ.** Utilize development agreements and Municipal Utility Districts (MUDs) to manage growth pressure in areas where annexation is not feasible.

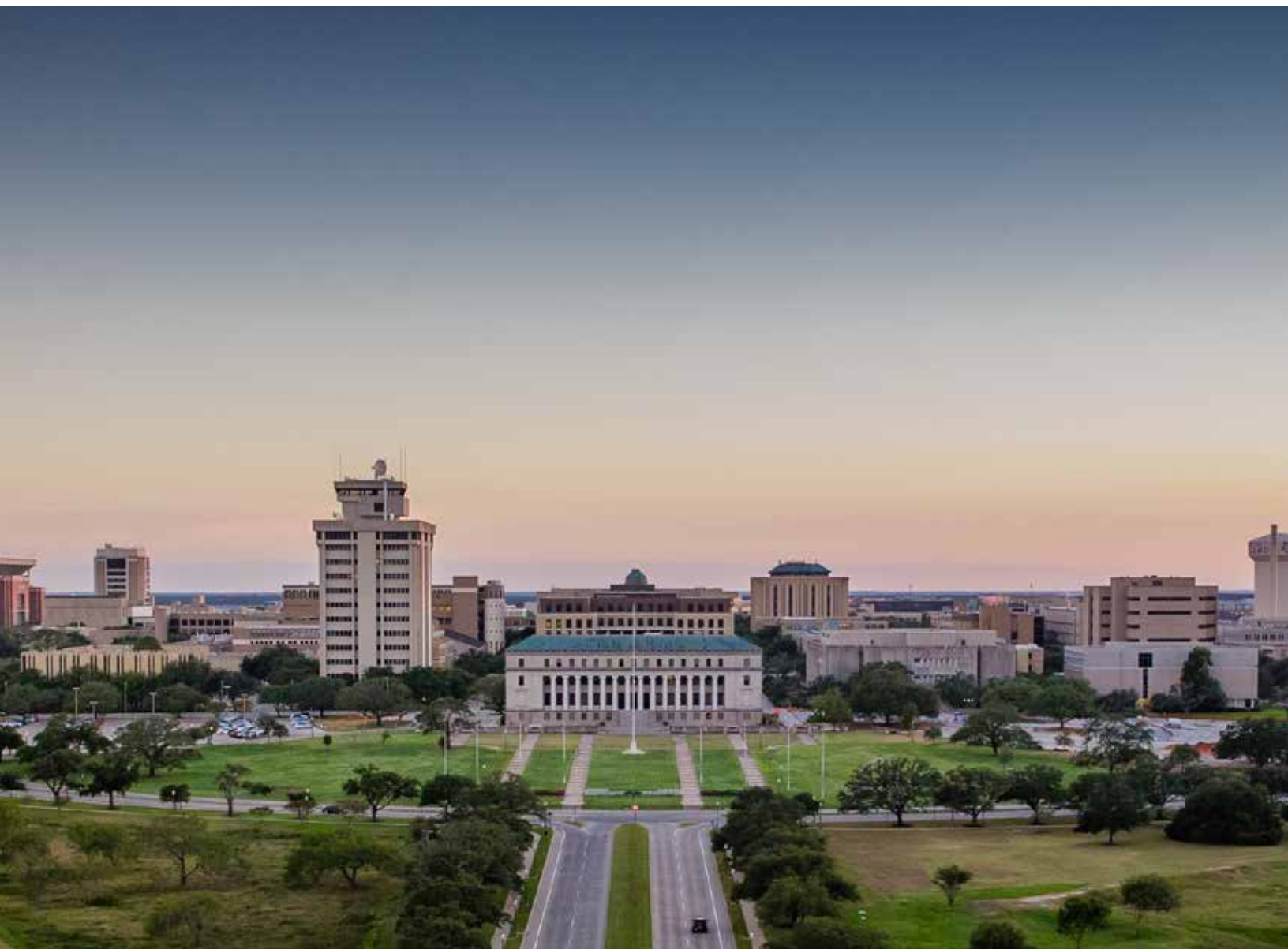




## 9 COLLABORATIVE PARTNERSHIPS

*The City depends on and is strengthened by strategic, effective partnerships that ensure all citizens thrive in a safe, well-connected community with exceptional services, affordable housing, and diverse amenities, and where economic prosperity is widespread and a high quality of life is attained. Mutually beneficial partnerships make effective use of resources and community capital, thus nurturing thriving cities and citizens. In a sense, a city itself is an ongoing partnership – an interconnected network of people living in close proximity for the benefits that a community provides.*





## *Goal*

Well-coordinated planning at all levels and effective engagement with local jurisdictions, institutions, and organizations to further realize the City's vision and support the broad community.

## *Purpose*

Collaborative partnerships are essential in leveraging resources for maximum efficiency and benefit. Many challenges that communities face are regional issues – like mobility network congestion and housing affordability – or are even broader in scope, such as environmental sustainability and natural disaster recovery which cross jurisdictional boundaries. In the wake of the COVID-19 pandemic, the importance of strong partnerships is even more pronounced. A robust network of partners and interorganizational resources strengthens community resiliency in unpredictable circumstances like the pandemic and shorter-term acute events like the 2021 winter storm and resulting utility outages. This chapter builds upon topics, ideas, and goals enumerated in previous chapters to emphasize the importance of the City's collaborative partnerships, acknowledge existing efforts, and set the foundation for strengthening partnerships.

## OVERVIEW

The City of College Station engages with a wide variety of public, nonprofit, and private organizations. For example, the City collaborates with schools, fosters a thriving climate for local businesses, and partners with local nonprofits that align with City objectives. This chapter outlines three overarching pillars: internal collaboration within the City as an organization, the town-gown relationship with Texas A&M University, and other local and regional partnerships. All of the City's partnerships are significant in facilitating the City's services to its citizens, and most will fall into these three broad categories. As further discussed in **Chapter 10: Plan Implementation**, effective plan implementation requires the commitment of the City's elected and appointed officials, staff, residents, business owners, Texas A&M University, other levels of government, and other organizations and individuals who serve as champions of the plan and its direction and strategies.

### *Internal Collaboration*

The City of College Station operates more than 20 departments and employs nearly 1,000 people. The success of the City relies in large part on coordination and partnerships between departments to ensure the Comprehensive Plan – the community's vision – is carried out. As a guiding document, the Comprehensive Plan should be referenced within master plans and departmental strategic plans to ensure that all City departments are working in tandem toward compatible goals.

Additionally, the City's capital improvement planning, departmental work, and budgeting should consult the Comprehensive Plan and its associated master plans to guarantee unified actions and objectives across the City. Public budgets and capital expenditures set priorities for funding and progress toward achieving goals expressed by the City and its citizens. These expenditures should be aligned with the City's long-term vision. The Comprehensive Plan's goals and strategies should be among the criteria for evaluating capital expenditures and allocating funding through annual and departmental budgets.

### *Texas A&M University And The Town - Gown Relationship*

As the home of Texas A&M University, the City of College Station has unique opportunities for coordination with a premier institution that attracts people from all over the world to study, work, research, and teach. The relationship between the City and Texas A&M University – the town-gown relationship – has existed since the City's founding in 1938 by a group of residents and university administrators who desired to create a municipal government and belt around the campus core which became the City of College Station. Throughout the years the university and City have collaborated on numerous issues and through many ad hoc, departmental, and topic or issue-based efforts. There is opportunity for bolstering the town-gown relationship and establishing a collaborative annual agenda to strengthen Texas A&M University and the City in mutually beneficial ways. Formalizing existing collaborations and potentially establishing a planning coordination task force could aid in coordinated and cohesive initiatives and development projects. This is particularly important along jurisdictional boundaries between campus and the City to create more harmonious transitions between the campus and surrounding neighborhoods, business and retail areas, and the community as a whole.

The City remains committed to collaborating with the university to pave the way for better relationships between all residents of College Station, including the students, staff, and faculty of Texas A&M University and residents not affiliated with the university. The City aims to effectively manage growth within College Station that has been prompted by increasing student enrollment as well as promote community cohesion and positive living experiences between permanent and temporary residents. This could be through new collaborative initiatives or connecting students to City resources to help raise awareness about

ordinances and neighborhood norms, as well as promoting social connections and demonstrating positive neighborly interactions.

Building upon existing collaborations and expanding joint efforts with Texas A&M University also brings economic benefit to both the university and City through expanded tourism opportunities. Visitors to collegiate sporting events, the George Bush Presidential Library and Museum, and university conferences and events often stay in hotel accommodations and make food and retail purchases within the City, contributing to hotel tax and sales tax revenues. The City should continue working with Texas A&M University to promote a stronger and more unified brand identity to attract visitors and associated tourism dollars to the community.

Another key opportunity for coordination between the City and academic departments, institutes, and operational units is to capitalize on university research and expertise and help raise awareness of environmental stewardship and sustainable practices within the community. This could range from innovative engineering research to climate and resiliency planning to testing new mobility technologies. The City and Texas A&M University would benefit from linking the university's educational mission with community needs. Research can also lead to economic development opportunities for the City and region.

### *Regional Partnerships*

The City collaborates with neighboring jurisdictions, local institutions, nonprofit organizations, and regional planning agencies on topics such as land use and mobility planning, affordable and workforce housing, economic development, job creation, and tourism. The City maintains interlocal, mutual aid, and development agreements with surrounding counties, institutions, service providers, and private developments to ensure efficient infrastructure and exceptional





services are provided to all College Station citizens to maintain a high quality of life. These agreements establish partnership responsibilities within the College Station city limits and the City's ETJ for items such as subdivision review, thoroughfare planning, floodplain management, utility infrastructure, and service provision. The City will continue to pursue collaborative partnerships and agreements as matters of mutual interest and as opportunities for coordination arise.

## HOUSING & DEVELOPMENT

Affordable housing is crucial for a community's overall success, as it promotes inclusion, mitigates gentrification, and encourages responsible economic growth. The City of College Station is dedicated to promoting diverse affordable housing options and expanding the opportunities to secure affordable homeownership and/or rental assistance. To provide affordable housing assistance, the City will continue to actively engage in partnerships with local organizations like the Brazos County Home Repair Coalition, Bryan/College Station Habitat for Humanity, Brazos Valley Community Action Programs, Elder Aid, and Brazos County Council of Governments as discussed in **Chapter 3: Strong Neighborhoods**.

In a broader sense, the relationship between the City and private developers functions as a collaborative partnership in which developers help to shape the built environment and carry out the citizens' vision and plan. The City will continue to foster collaboration and communication with the development community and encourage development patterns that promote outcomes in line with well-being, inclusion, equity, and a high quality of life. The narrative in **Chapter 2: Distinctive Places** along with the **Future Land Use & Character Map** detail the ideal development patterns and opportunities for future growth, infill, and appropriate redevelopment to realize the desired character and community identity.

## ECONOMIC DEVELOPMENT, JOBS & TOURISM

The City's long-term economic development goals to diversify the local economy, attract new employers and competitive jobs, support entrepreneurs and small businesses, and provide a diversified tax base are tied closely to the City's synergy with regional partners. As discussed previously, Texas A&M University is a key partner, as are the Brazos Valley Economic Development Corporation, the Chamber of Commerce, and local area businesses. The City works diligently to recruit events and tourist-related activities to College Station including sports tourism, conventions, and leisure events. The City partners with local businesses to create cohesive campaigns for tourists and residents to enjoy. **The Economic Development Master Plan** further discusses strategic initiatives and partnerships that help realize the City's goal of a prosperous economy that works for all citizens.



## LOCAL SCHOOLS

To fully anticipate population growth and demand in College Station, the City must collaborate with Texas A&M University, Blinn College, the College Station Independent School District (CSISD), and public charter schools to understand their growth trends and organizational goals for increased enrollment, future facility needs, and the associated impacts on the City such as infrastructure demands, housing needs, and traffic and mobility concerns. In the case of local K-12 institutions, it particularly important to anticipate and prepare for new school locations or changed use or capacity of existing schools. Likewise, the location and development of new neighborhoods necessitates the demand for new schools. The City will continue to work with the leadership of the CSISD and public charter schools to address siting and infrastructure needs, ensure safe and walkable areas around schools, and collaborate on other issues that present opportunities for joint efforts.



## MOBILITY

The City of College Station partners with a number of regional planning organizations focused on mobility system planning across jurisdictions. The City coordinates with the Bryan-College Station Metropolitan Planning Organization (MPO), the Brazos Valley Council of Governments (BVCOG), the Brazos County Regional Mobility Authority (RMA), and the Texas Department of Transportation (TxDOT) at different levels to accomplish regional transportation goals. Mobility networks are a clear example of the need for collaborative planning, as these systems provide tangible connections across jurisdictional boundaries. The City will continue to engage and be a leader in interjurisdictional mobility partnerships, with a view towards continuing to champion alternative modes as discussed in **Chapter 6: Integrated Mobility**.

## SERVICE PROVISION & INFRASTRUCTURE

**Public Safety:** The College Station Police, Fire, Emergency Medical Services (EMS), and Emergency Management coordinate with local and regional partners to provide public safety services and ensure the safety of the community.

The Police Department coordinates with the Texas Department of Public Safety, Texas A&M University Police Department, federal law enforcement agencies, the Brazos County Sheriff's Department, and the constables and Justice of the Peace courts, all of which have jurisdiction within the city limits of College Station.

The Fire Department serves a primary response area within the city limits and the Texas A&M University campus and a secondary response with automatic aid with the City of Bryan. Mutual aid agreements for fire suppression are in place with Brazos County volunteer fire departments and Brayton Fire Training School for times of extreme need. EMS serves a primary response area within the city limits and southern Brazos County and a secondary response with automatic aid to the City of Bryan. Mutual aid agreements for EMS are in place with Texas A&M University EMS and St. Joseph EMS.

The City participates in proactive emergency management as part of a larger county-wide effort with Brazos County, the City of Bryan, and Texas A&M University. Members of this group send representatives to the Brazos County Community Emergency Operations Center (CEOC) where mitigation efforts and coordination between these jurisdictions occurs. Natural disaster and emergency events occur without

regard for borders, so an interjurisdictional response is necessary to plan for and respond adequately to emergency events.

**Solid Waste & Recycling:** The cities of College Station and Bryan partner to manage and operate the Brazos Valley Solid Waste Management Agency (BVSWMA). BVSWMA currently operates the Twin Oaks Landfill located in Grimes County which accepts waste from Brazos, Burleson, Grimes, Leon, Madison, Washington, and Robertson counties, and Texas A&M University.

**Libraries:** The cities of College Station and Bryan maintain an interlocal agreement for a regional library system, with library locations and services in both cities free of charge to all Brazos County residents.

**Utilities:** The City of College Station provides electric, water, and wastewater infrastructure and services to citizens, along with fiber optic infrastructure to City facilities. While College Station Utilities (CSU) is the primary electric provider in College Station, Bryan Texas Utilities (BTU) serves areas incorporated into the City after 2002. CSU and BTU coordinate on service provision and future needs. College Station Water Services is the primary provider of water and wastewater services in College Station. Other providers, such as Wellborn Special Utility District and Wickson Creek Special Utility District, provide water services along the boundaries of the City's certificated area and into Brazos, Burleson, and Grimes counties. College Station's Water Services Department coordinates with these providers, particularly on projects near the boundaries between certificated areas. The City also has two municipal utility districts with agreements that define how utilities are provided and how the City may annex these areas in the future when they are substantially developed. The City also owns and maintains a fiber optic network to provide service to City-owned facilities. The City coordinates and maintains agreements with various private providers, such as Suddenlink and Frontier, for the provision of ultra-high-speed internet services to their College Station customers.

The City will continue to pursue collaborate relationships, coordinated services, and cooperative agreements with regional partners to make efficient use of resources and community capital and provide excellent services to the community. More on the City's services, existing infrastructure, and future needs can be found in **Chapter 7: Exceptional Services** and **Chapter 8: Managed Growth**.





## *Strategic & Ongoing Actions*

The actions listed below will help achieve the goal of well-coordinated planning at all levels and effective engagement with local jurisdictions, institutions, and organizations to further realize the City's vision and support the broad community.

### INTERNAL COORDINATION

- 9.1 Reference the Comprehensive Plan actions within City master plans.** City master plans are components of the Comprehensive Plan. Master plans should be updated on a regular cycle (or as needed). The updates should include provisions that relate directly to actions within the Comprehensive Plan and the Future Land Use & Character Map.
- 9.2 Reference the Comprehensive Plan and City master plans in Capital Improvements Planning, departmental work programs, and budgeting processes.** Alignment with the City's long-term plans should be among the criteria for evaluating potential capital or operating expenditures.

### EXTERNAL PARTNERSHIPS AND COLLABORATION

#### *Texas A&M University*

- 9.3 Establish a university/city annual agenda.** Conduct an annual meeting between leadership of the City and Texas A&M University to reflect on the previous year's successes and challenges and to establish a collaborative agenda for the next 12 months. The intention of the agenda created is to strengthen both partners in a way that student success and faculty/staff retention is also improved. Participants would be from the highest leadership levels of Texas A&M University and the City and mutually committed to a best-in-class town-gown relationship.
- 9.4 Gather growth expectations.** Work with Texas A&M University and other higher education institutions concerning their projected enrollment growth and associated faculty/staff increases to plan effectively for the implications of further off-campus housing demand.
- 9.5 Formalize ongoing collaborations and establish a planning coordination task force with Texas A&M University and the City.** Continue to coordinate with Texas A&M University regarding the benefits and impacts of university development projects and support ongoing efforts to provide harmonious transitions between the campus and the surrounding area. These meetings should continue to take place regularly.
- 9.6 Continue "good neighbor" initiatives with Texas A&M for permanent and temporary residents.** Build upon existing programs to promote positive living experiences for students and long-term residents in city neighborhoods. Activities could include community discussions, a lecture series, door-to-door visits, or neighborhood gatherings. The activities would raise awareness about ordinances, positively communicate neighborhood norms, promote social interaction, and demonstrate what it means to be a "good neighbor."
- 9.7 Contribute to a joint branding effort with Texas A&M University.** Continue to work with Texas A&M University to define and promote a stronger and more unified brand identity. This includes not only graphics but, more importantly, the underlying messages and strategies to share the brand work.

- 9.8 Expand tourism opportunities with Texas A&M University.** Expand partnerships with Texas A&M University to recruit, create, and magnify tourism opportunities at university facilities and beyond.
- 9.9 Pursue partnerships with Texas A&M University regarding environmental stewardship.** Encourage collaborations with academic departments, institutes, and operational units to capitalize on university research and expertise and help raise awareness of environmental stewardship and sustainable practices within the community.

#### *Other Local and Regional Coordination*

- 9.10 Convene coordination meetings with neighboring jurisdictions and regional planning organizations.** Participate in collaborative efforts, such as the Intergovernmental Committee and others, on land use, infrastructure, facilities planning, and other planning issues of mutual interest. Seek opportunities to align policies or share services to create a stronger region and more efficiently utilize resources.
- 9.11 Pursue interlocal cooperation agreements.** Pursue and maintain beneficial agreements with Brazos, Grimes, and Burleson counties, City of Bryan, Texas A&M University, and other service providers, as appropriate. Such agreements can address coordination of subdivision review, thoroughfare planning, floodplain management, and utility and other service provision, among other matters of mutual interest.
- 9.12 Continue to coordinate with the College Station Independent School District and public charter schools.** Coordination should address facility needs and projections, potential locations for new schools or future use of existing schools, infrastructure impacts of school development, and ensuring safe/walkable areas around schools.
- 9.13 Continue to participate in regional mobility initiatives.** Partner with the Bryan-College Station Metropolitan Planning Organization (MPO), the Brazos County Regional Mobility Authority (RMA), Brazos Valley Council of Governments (BVCOG), Texas A&M University, Texas Department of Transportation (TxDOT), Brazos Transit District, Interstate 14 and Loop 214, Easterwood Airport flight network expansion, Texas High Speed Rail Initiative, freight transport, and Union Pacific on initiatives such as the Brazos Yard and quiet zones.





# *10* PLAN IMPLEMENTATION



The Comprehensive Plan is the City of College Station's broadest and most long-term policy guide. It serves as a statement of the community's vision for the future. The plan details goals, policies, and actions on a broad range of topics and provides strategic direction to guide the City's physical growth while maintaining a high quality of life.

Implementation is not simply a list of action items. The Comprehensive Plan must be referred to frequently to guide decision-making and ensure the community's vision and goals are ultimately achieved. Effective plan implementation requires the commitment of the City's elected and appointed officials, staff, residents, business owners, Texas A&M University, other levels of government, and other organizations and individuals who serve as champions of the plan and its direction and strategies. Equally important are formal procedures for the ongoing monitoring and reporting of successes achieved, difficulties encountered, new opportunities and challenges that emerge, and any other changing conditions that require rethinking priorities.



This final chapter details a practical, prioritized, and sequenced implementation program. It establishes a protocol for regular reporting and evaluation of progress. Each year, the City prepares a summary report of notable plan progress and development activities. At five-year intervals, a more thorough evaluation is prepared which typically leads to amendments to the plan itself.

## *Plan Implementation Methods*

The goals, policies, and actions in this plan should be consulted frequently and used widely by decision-makers as a basis for judgments regarding:

- Proposed development and redevelopment applications
- Zone change requests and other zoning-related actions
- The timing and availability of infrastructure improvements
- Expansion of public facilities, services, and programs
- Annual capital budgeting
- Requests for strategic development agreements, municipal utility districts, or voluntary annexations
- Potential re-writes and amendments to the City's Unified Development Ordinance and related code elements
- Intergovernmental coordination and agreements (including city/university, inter-city, and city/county), and
- Operations, capital improvements, and programming related to individual City departments

The Comprehensive Plan is supported by several focused master plans, district, and neighborhood plans. Collectively, these planning efforts are implemented by many short-term strategic plans, annual budgets, and the City's ordinances, codes, and development standards, as seen in **Figure 10.1: Comprehensive Plan Direction & Implementation.**

*Figure 10.1: Comprehensive Plan Direction & Implementation*

**OVERALL CITY-WIDE DIRECTION**

Contains the city's broad vision, goals, high-level policies and actions.

**FOCUSED PLANNING**

Detailed studies and specific strategies for a topic or area.

**IMPLEMENTATION**

Short-term strategic plans and regulations.

**COMPREHENSIVE PLAN**

Addresses citywide needs, opportunities, and aspirations. A guide for more specific planning policy decisions, investments, and regulations.

- Long term, 20-year horizon but reviewed at five year intervals.

*Master Plans*

Detailed plans focused on a particular city service, facility or resource that affects the city as a whole.

- Provides specific recommendations tailored to the needs of the service, facility or resource.
- Examines aspects relevant to the topic.
- Living documents that should be maintained and updated regularly or as-needed.

*District & Neighborhood Plans*

Detailed plans focused on a geographic area of the city such as a neighborhood, corridor or special district.

- Provides specific recommendations tailored to the needs of the area.
- Considering all aspects of an area, including future land use, character, transportation and connectivity, parks and open space, services, economic development and infrastructure.
- Have a limited (typically 10-year) horizon, during which time recommendations should be implemented or incorporated into the Comprehensive Plan.

*Departmental Work Programs & Budget*

Annual work programs and budgets should align with the Comprehensive Plan and other plans.

*City Council Strategic Plan*

City council strategic priorities may be considered annually and should support implementation of the city's various long-term plans.

*Capital Improvement Plan (CIP)*

A five-year plan for funding and implementing projects that address infrastructure needs such as streets, parks and public facilities. The CIP should show alignment with the Comprehensive Plan and focused plans.

*Codes & Ordinances*

The governing regulations adopted by the city that include the Unified Development Ordinance (the city's zoning code). These legal tools are critical to implement many of the Comprehensive Plan's physical development objectives including redevelopment and neighborhood integrity. Codes and Ordinances should be reviewed upon adoption of a district or neighborhood plan or as other needs arise.

There are five general methods for plan implementation:

- (1) Policy-based decisions
- (2) Land development regulations and engineering standards
- (3) Capital improvements programming
- (4) Focused planning efforts and studies, and
- (5) Special projects, programs, and initiatives

## POLICY-BASED DECISIONS

Land use and development decisions should be made based on the strategies set forth in this Comprehensive Plan. Decisions regarding growth, infrastructure investment, Future Land Use & Character Map amendments, and right-of-way acquisitions are generally left to the broad discretion of the City Council, meaning the Comprehensive Plan serves as the principal source of guidance in these decision-making processes. The policy guidance and actions within the Comprehensive Plan are meant to ensure that development patterns are consistent with the intended character for specific neighborhoods, districts, and corridors. The adoption of new or amended land development regulations (e.g., zoning, subdivision, landscaping, sign controls, etc.) establish a framework for evaluating private development proposals in light of the City's articulated priorities and action recommendations detailed in the Comprehensive Plan.

## LAND DEVELOPMENT REGULATIONS AND ENGINEERING STANDARDS

Land development regulations and engineering standards are fundamentals for Comprehensive Plan implementation. It is often underappreciated that private investment decisions account for much of any city's physical form. Zoning, subdivision regulations, associated development criteria, and technical engineering standards are the basic elements that ensure the form, character, and quality of private development reflect the City's planning objectives. Ordinances should reflect the community's desire for quality development outcomes that are consistent with Comprehensive Plan goals and strategies.

## CAPITAL IMPROVEMENTS PROGRAMMING

A Capital Improvements Program is a multi-year plan (typically five years) that identifies budgeted capital projects including street infrastructure, water, wastewater, drainage facilities, parks, trails, and greenways, recreation facility construction and upgrades, construction of public buildings, and the purchase of major equipment. Identifying and budgeting for major capital improvements is essential to implementing this Comprehensive Plan. Decisions regarding the prioritization of proposed capital improvements must consider the strategies and action recommendations of this plan.

## FOCUSED PLANNING EFFORTS AND STUDIES

There are many areas in which additional planning work has been completed or is recommended to achieve a finer degree of detail than is covered within this Comprehensive Plan. Certain strategies are further detailed and implemented through topic-based plans, such as the **Economic Development Master Plan**, **Water Utility Master Plan**, or **Bicycle, Pedestrian, and Greenways Master Plan**. Other strategies are implemented through small-area plans, such as neighborhood, district, corridor, or redevelopment plans.



## SPECIAL PROJECTS, PROGRAMS, AND INITIATIVES

Special projects, programs, and initiatives comprise the final category of implementation measures. These include initiating or amending City programs, interlocal agreements, citizen participation programs, training, and other types of special projects to achieve outcomes specified within the Comprehensive Plan.

### *Plan Administration*

While developing and updating this plan, government representatives, business owners, neighborhood representatives, civic groups, Texas A&M University representatives, and stakeholders and citizens from across the community all contributed time and input. One of the most integral pieces to maintain any comprehensive plan's momentum and effective implementation is continual commitment to and championing of the plan's policies and actions.

## EDUCATION

While comprehensive plans are broad in scope, they remain complex policy documents that account for interrelationships among various policy choices such as how growth decisions and development patterns may affect the City's emergency response capabilities, or how projected demographic trends are likely to impact the local housing market. As such, educating decision-makers and administrators about plan implementation is an important and continual effort. The principal groups responsible for implementing the Plan (City Council, Planning and Zoning Commission, and City department heads) should all be on the same page regarding the priorities, responsibilities, and interpretations of this plan.

## ROLE DEFINITION

As the community's elected officials, the City Council assumes the lead role in implementation of the Comprehensive Plan. The key responsibilities of the City Council are to decide and establish priorities, set timeframes by which each action will be initiated and completed, and determine the budget to be made available for implementation efforts. Together the City Manager and City Council must ensure effective coordination among the various groups responsible for carrying out the plan's recommendations.

The City Council will lead in the following areas:

- Act as champions of the plan
- Adopt and amend the plan by ordinance, after recommendations by the Planning and Zoning Commission
- Adopt new or amended land development regulations to implement the plan
- Approve interlocal agreements that implement the plan
- Establish the overall action priorities and timeframes by which each action item will be initiated and completed
- Consider and approve the funding commitments that will be required
- Offer final approval of projects, activities, and the associated costs during the budget process, keeping in mind the need for consistency with the plan and its strategies and actions, and
- Provide policy direction to the Planning and Zoning Commission, other appointed City boards and commissions, and City staff



The Planning and Zoning Commission will lead in the following areas:

- Periodically obtain public input to keep the plan up to date, using a variety of community outreach and citizen and stakeholder involvement methods
- Ensure that recommendations offered to the City Council reflect the plan goals, policies, and action recommendations. This relates particularly to decisions involving development review and approval, zone change requests, and ordinance amendments, and
- After holding one or more public hearings to discuss new or evolving community issues and needs, make recommendations to the City Council regarding plan updates and amendments

City Staff will lead in the following areas:

- Manage day-to-day implementation of the plan and ongoing coordination across departments
- Support and carry out capital improvement programming efforts
- Manage the drafting of new or amended land development regulations
- Conduct studies and develop additional plans
- Review applications for consistency with the Comprehensive Plan as required by the City's land development regulations
- Negotiate the details of interlocal agreements
- Administer collaborative programs and ensure open channels of communication with various private, public, and non-profit implementation partners, and
- Maintain an inventory of potential plan amendments as suggested by City staff and others for consideration during annual and periodic plan review and update processes

## *Action Plan*

The vision and goals in a comprehensive plan are attained through a multitude of specific actions. To this end, both long- and short-range implementation tasks must be identified along with a timeframe and an assignment of responsibilities.

**Table 10.1, Action Plan & Funding Sources** highlights the recommended actions that are included throughout this Comprehensive Plan to implement the plan's goals and policy recommendations. The list of implementation actions should be evaluated annually to determine if progress has been made and which additional items are ready for implementation within the short-term horizon.

The table is organized as follows:

- **Task Type.** This relates back to the five types of implementation methods highlighted earlier in this chapter (policy focused, regulatory focused, capital focused, planning/study focused, program/initiative focused).
- **Coordination Roles.** In addition to identifying which City department(s) or function(s) would lead a task, the table also highlights a variety of local and regional agencies that might have a role to play in certain initiatives, perhaps through potential cost-sharing, technical assistance, direct cooperation, or by providing input and feedback on a matter in which they have some mutual interest. In particular, whenever potential regulatory actions or revised development standards are to be considered, participation of the development community is essential to ensure adequate consensus building.

- **Funding Sources.** This indicates typical ways to finance plan implementation efforts. Primary and ongoing sources include the City's annual operating budget, as well as multi-year capital budgeting which is not strictly for physical construction projects but also for funding significant studies and plans (e.g., utility master plans) intended to lay the groundwork for long-term capital projects. Other outside funding opportunities – such as other governmental spending (County, State, or Federal), grant opportunities, non-profit partnerships, public/private partnerships, private development, in-kind volunteer contributions, and others – also play a significant role in implementing the Comprehensive Plan.



## FISCAL ANALYSIS

The **Action Plan & Funding Sources** table (Table 10.1) provides a starting point for determining priorities for immediate, near-term, and longer-term task implementation. It is an important step toward plan implementation and should be consulted regularly to help guide the City Council's annual strategic planning process, the City's annual budget process, Capital Improvements Program preparation, and departmental planning. Once the necessary funding is committed and roles are defined, the Director of Planning & Development Services in conjunction with the City Manager should initiate work programs to ensure implementation.

With any comprehensive and long-range planning effort that spans a 10- or 20-year horizon, there are unknown projects, initiatives, and costs that cannot be fully anticipated at the beginning of the planning process. A key component of implementing the Comprehensive Plan is fully understanding its financial impact to establish fiscal sustainability as a critical metric for analyzing existing and future development patterns and new development proposals, managing growth, and budgeting through the annual budget processes, capital improvement programming, and departmental planning.

The City will conduct a fiscal analysis to better understand which development types and patterns are revenue positive and which pose significant unfunded costs to the City that are not recouped over time. The fiscal impact analysis will evaluate development patterns at a City-wide level to determine the true costs associated with various development types, including unfunded service costs, to provide decision makers with the best available information to ensure the City's long-term fiscal sustainability. A comprehensive fiscal analysis could look at revenues per acre based on property and sales tax data to reflect the true fiscal contribution and costs of different development patterns more accurately. One of the biggest challenges is adequately accounting for unfunded services costs and liabilities that a city is expected to provide – such as public safety personnel, equipment, deferred maintenance and infrastructure needs, and operational costs for additional city facilities and necessary staffing. In addition, financial modeling must be utilized to evaluate the cost-to-serve and benefits to the City for development along the City's edge through voluntary annexation requests, municipal utility districts (MUDs), or development agreements.

This 10-year update to the plan prioritizes infill and redevelopment in strategic locations to ensure the long-term fiscal sustainability of our City. Infill and redevelopment opportunities help reduce or eliminate some unfunded costs by more efficiently utilizing existing infrastructure, facilities, and City staff resources by encouraging growth in areas with existing capacity to maximize efficiency.



*Table 10.1*  
*will be finalized in September 2021*

## *Plan Amendment Process*

The Comprehensive Plan is meant to be a living document allowing for adjustment to changing conditions over time. Shifts in political, economic, physical, technological, and social conditions, and other unforeseen circumstances, may influence and change the priorities and fiscal outlook of the community. As the City grows and evolves new issues will emerge while others no longer remain relevant. Some action recommendations will be found impractical or outdated while other plausible solutions will arise. To ensure that the plan continues to reflect the overall goals of the community and remains relevant and useful over time the City must regularly revisit the plan and maintain ongoing interaction with residents and other stakeholders. Continuous monitoring and periodic review activities, as outlined in this section, are intended to confirm that the plan's goals and action recommendations remain appropriate and that public ownership and support of the plan remains strong.

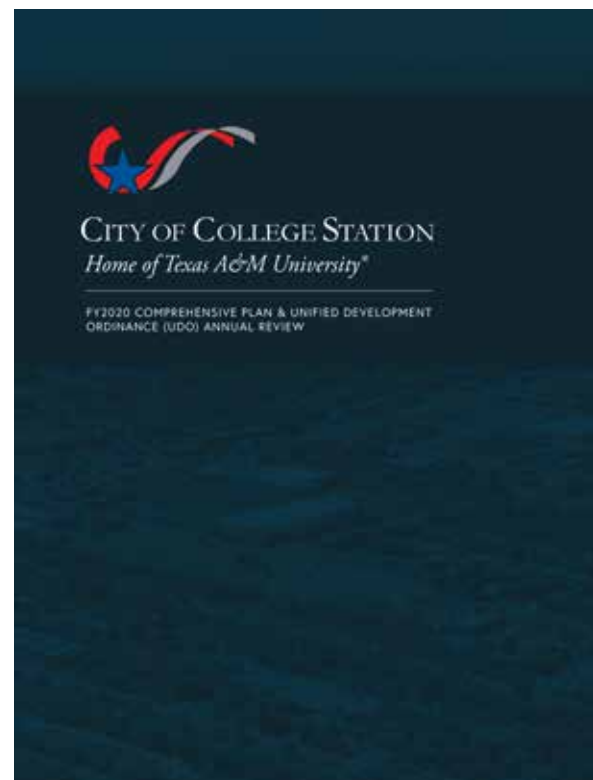
Two types of revisions to the Comprehensive Plan may occur: (1) minor amendments, and (2) major updates. Minor amendments may be proposed at any time such as specific adjustments to the future land use and/or thoroughfare plans related to particular land development applications or public improvement projects. If not pressing, minor amendments can be documented and compiled for the annual plan review process and updated at that time. For example, this is how and when the results of another specialized plan or study could be incorporated into relevant sections of the Comprehensive Plan. More significant plan modifications and updates should occur every five years at most. Major updates may involve reviewing the base conditions, anticipated growth trends, goals and action recommendations in the plan. Furthermore, adding, revising, or removing action statements in the plan may be necessary depending on implementation progress.

## **ANNUAL REPORT**

The Planning and Zoning Commission and City staff shall prepare an annual progress report for presentation to the City Council. This ensures that the plan is consistently reviewed and that any needed modifications are identified for the annual minor amendment process. Consistent assessment of the relationship between the plan, the City's implementing ordinances, and regulations is an essential part of this effort.

The Annual Report should include:

- Significant actions and accomplishments during the past year
- The implementation status of actions within the plan
- Obstacles or problems in plan implementation, including those encountered in administering the land use and transportation aspects, as well as any other strategies of the plan
- Proposed amendments that have come forward during the course of the year, which may include revisions to the individual plan maps or text changes
- Recommendations for needed actions, programs, projects, and procedures to be developed and implemented in the coming year



## INTERIM AMENDMENTS

As noted above, minor plan amendments can be adopted after appropriate review (especially if related to a pending land development application) or deferred for the annual plan review process. In either case, when considering an amendment, the City should ensure the proposed amendment is consistent with the goals and actions set forth in the plan regarding character protection, development compatibility, infrastructure availability, conservation of environmentally sensitive areas, and other community priorities. Careful consideration should also be given to guard against site specific changes that could negatively impact adjacent areas or detract from the overall character of the area. Factors worthy of consideration when deciding on a proposed amendment include, but are not limited to:

- Consistency with and contribution to the overall direction and character of the community as captured in the plan's vision, goals, and actions
- Compliance with the Future Land Use & Character Map and/or Thoroughfare Plan
- Compatibility with the surrounding area
- Impacts on infrastructure including water, wastewater, drainage, and the transportation network
- Impact on the City's ability to provide, fund, and maintain services
- Impact on environmentally sensitive and natural areas





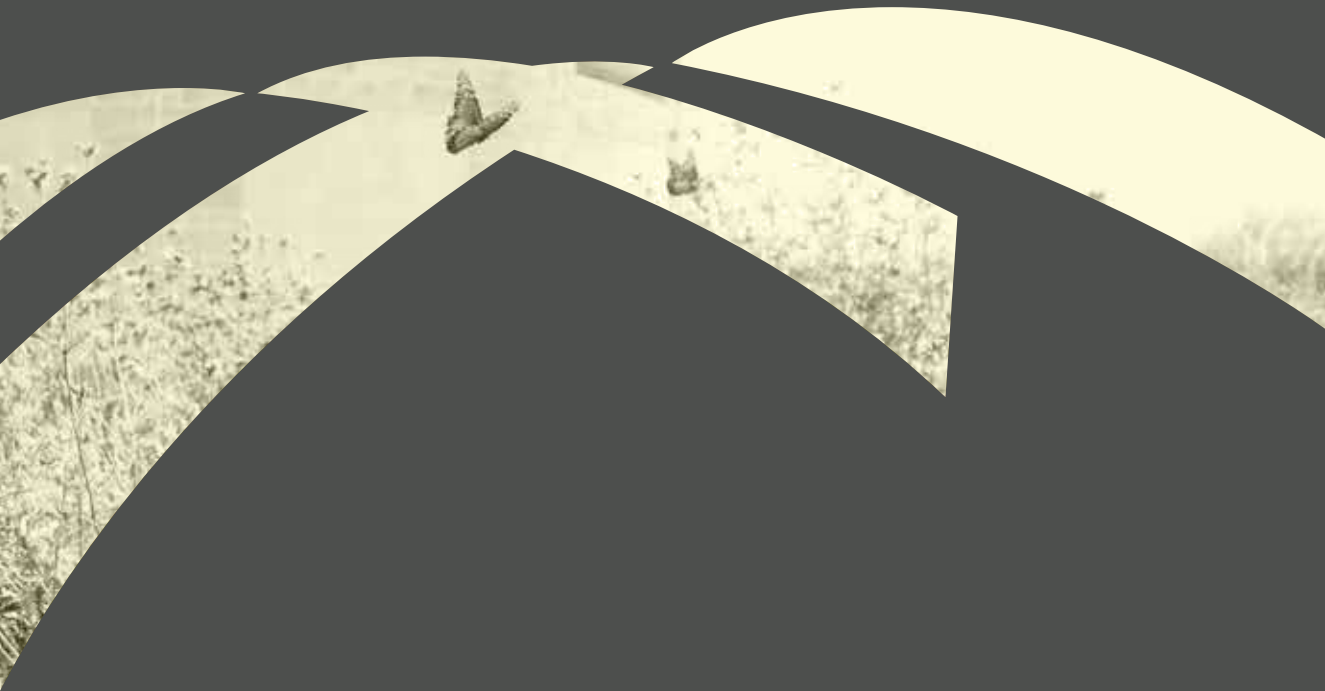
## FIVE-YEAR EVALUATION AND APPRAISAL

An evaluation and appraisal report should be prepared every five years by City staff with input from various departments, the Planning and Zoning Commission, and any other appropriate boards and commissions. The evaluation process is to identify the successes and shortcomings of the plan in achieving the community's goals, consider changing conditions, and recommend appropriate modifications as needed.

The report should review the basic conditions and assumptions about trends and growth indicators. It should also evaluate implementation potential and/or obstacles related to any unmet goals or action recommendations. The evaluation report and process should result in an amended Comprehensive Plan including an assessment of any new information which led to updating any of the goals, strategies, and/or action recommendations.

Specifically, the report should include, identify, or evaluate the following:

- (1) Summarize major actions and interim plan amendments undertaken over the last five years
- (2) Update the assumptions, trends, and base studies data including the following:
  - The rate at which growth and development is occurring relative to the projections put forward in the plan
  - Shifts in demographics and other growth trends
  - The area of land that is designated and zoned for intense development and its capacity to meet projected demands and needs
  - City-wide attitudes and whether apparent shifts necessitate amendments to the stated goals or strategies, and
  - Changes in political, social, economic, technological or environmental conditions, or other unforeseen circumstances or issues that indicate a need for amendments.
- (3) Update goals, actions, or narrative as needed to ensure progress toward achieving the community's goals, including:
  - Review the action plan to ensure timely accomplishment of the plan's recommended actions
  - Re-evaluate or revise items not completed to ensure their continued relevance
  - Review priorities as conditions change; some actions may emerge as a higher priority given new or changed circumstances while others may become less important to achieving the goals and development objectives of the community
  - Identify conflicts between goals or strategies that have been discovered and provide recommended revisions
  - Assess changes in laws and practices that may impact the ability of the community to achieve its goals and suggest revisions in strategies or priorities as needed



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